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DISTRICT OF COLUMBIA APPROPRIATIONS FOR 1962

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HEARINGS

BEFORE THE

SUBCOMMITTEE OF THE COMMITTEE ON APPROPRIATIONS UNITED STATES SENATE

EIGHTY-SEVENTH CONGRESS

FIRST SESSION

ON

H.R. 8072

MAKING APPROPRIATIONS FOR THE GOVERNMENT OF THE DISTRICT OF COLUMBIA AND OTHER ACTIVITIES CHARGEABLE IN WHOLE OR IN PART AGAINST THE REVENUES OF SAID DISTRICT FOR THE FISCAL YEAR ENDING JUNE 30, 1962, AND FOR OTHER PURPOSES

Printed for the use of the Committee on Appropriations

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DISTRICT OF COLUMBIA APPROPRIATIONS FOR 1962

TUESDAY, AUGUST 15, 1961

U.S. SENATE,
SUBCOMMITTEE OF THE COMMITTEE ON APPROPRIATIONS,
Washington, D.C.

The subcommittee met, pursuant to call, at 10 a.m., in room F–39, U.S. Capitol Building, Hon. Robert C. Byrd of West Virginia (chairman of the subcommittee) presiding.

Present: Senators Byrd, McGee, Schoeppel, Allott, and Beall.

DISTRICT OF COLUMBIA

BUDGET PRESENTATION

STATEMENT OF HON. WALTER N. TOBRINER, PRESIDENT OF THE BOARD OF COMMISSIONERS OF THE DISTRICT OF COLUMBIA; ACCOMPANIED BY GEN. F. J. CLARKE, ENGINEER COMMISSIONER, HON. JOHN B. DUNCAN, COMMISSIONER; KENNETH BACK, ACTING DIRECTOR, DEPARTMENT OF GENERAL ADMINISTRATION AND D. P. HERMAN, BUDGET OFFICER

STATEMENT BY THE CHAIRMAN

Senator BYRD. The committee will please be in order. We are beginning the hearings on the fund requirements of the District of Columbia government for fiscal year 1962.

The total budget request is $292,438,188. The House allowed $268,122,400, a reduction of $24,315,788.

According to Commissioner Tobriner's letter to me on July 24, 1961, there is asked to be restored the sum of $4,791,000. Of this request the sum of $2,873,000 is for operating expenses; $1,918,000 is for capital outlay purposes.

The funding of the total request will be $4,323,400 from the general fund——

Mr. TOBRINER. $3 million, isn't it, Mr. Chairman?

Senator BYRD. $457,600 from the highway fund; $4,323,400 is correct.

Mr. TOBRINER. We have a surplus of $900,000 which will be applied against it.

Senator BYRD. The record will show at this point the Commissioner's letter and the amendment, amended request and the justification filed in support thereof.

(The material referred to follows:)

DISTRICT OF COLUMBIA,
July 24, 1961.

Hon. ROBERT C. BYRD,
Committee on Appropriations,
U.S. Senate, Washington, D.C.

DEAR SENATOR BYRD: The Commissioners beg to express to you their sincere thanks for extending to them the courtesy of an opportunity to indicate to your committee certain changes desired by them in the District of Columbia appropriation bill for 1962 as passed by the House.

The changes requested which affect Federal funds are as follows:

Appropriation	Amount reduced by House	Amount requested to be restored
Federal payment	−$7,000,000	+$3,500,000

The changes requested from District funds are summarized by appropriation and funds as follows:

Appropriation	Amount reduced by House	Amount requested to be restored
Operating expenses:		
General operating expenses	−$452,400	+$230,800
Public safety	[1] −759,500	+647,400
Education	−637,200	+500,700
Parks and recreation	[2] −235,600	+25,000
Health and welfare	[3] −1,750,500	+289,200
Highways and traffic	−278,300	+157,600
Sanitary engineering	−1,106,000	+1,022,300
Total, operating expenses	−5,219,500	+2,873,000
Capital outlay	−19,096,288	+1,988,000
By funds:		
General fund	−22,222,288	+4,323,400
Highway fund	−2,020,300	+537,600
Water fund	−2,200	
Sanitary sewage works fund	−9,500	
Motor vehicle parking fund	−61,500	
Total	−24,315,788	+4,861,000

[1] House report includes an unbudgeted item of $25,000 for courts.
[2] House report includes an unbudgeted item of $21,813 for recreation.
[3] House report includes an unbudgeted item of $9,888 for vocational rehabilitation.

Again, I thank you for this opportunity.

Yours very truly,

WALTER W. TOBRINER,
President, Board of Commissioners, District of Columbia.

FEDERAL PAYMENT TO THE DISTRICT OF COLUMBIA

(P. 2, line 4)

(House hearings, pp. 6, 9, 66)

Appropriation, 1961	$25,000,000
Estimate, 1962	37,000,000
House allowance, 1962 (reduction of $7,000,000)	30,000,000

AMENDMENT REQUESTED

Page 2, line 4, strike out "$30,000,000" and insert in lieu thereof "$33,500,000" or an increase of $3,500,000 in the appropriation.

HOUSE REPORT

"FEDERAL PAYMENT

"The bill recommends a Federal payment to three of the five funds which finance the activities of the District of Columbia government.

"The payments to the water fund and to the sanitary sewage works fund are for services rendered in the prior year by District facilities to Federal installations.

"This year the budget first proposed a Federal payment of $36,000,000 to the general fund of which $32,000,000 is the authorized annual payment and $4,000,000 is a portion of the unappropriated balance of prior year authorizations which are authorized to be accumulated by Public Law 460, 84th Congress. This estimate was subsequently amended by House Document No. 185 which transmitted an estimate of $1,000,000 to finance the purchase of equipment and supplies for an expanded snow removal program.

"The committee recommends a Federal payment of $30,000,000 to the general fund. This is a reduction of $7,000,000 in the estimate but an increase of $5,000,000, or 20 percent, in the appropriation for this purpose or fiscal year 1961."

JUSTIFICATION

The bill as passed by the House provides for a Federal payment of $30,000,000 and a Federal loan of $20,400,000. The report of the House Appropriations Committee provides for a surplus of $290,000. In addition, actual revenue receipts are $1,105,000 in excess of 1961 estimates which provides a total surplus of $1,395,000. An amount of $350,000 for indefinite appropriations and $145,000 for regular supplementals has been reserved leaving a net available surplus of $900,000 in the general fund.

Restoration of general fund items in the amount of $4,323,400 are being requested in this document. Application of the net available surplus of $900,000 to this requirement leaves a need of $3,423,400.

It is requested that the Federal payment to the District of Columbia be increased by $3,500,000 to provide a total of $33,500,000 consisting of $32,000,000 from the current authorization and $1,500,000 from previously authorized but unappropriated Federal payment.

GENERAL OPERATING EXPENSES

OPERATING EXPENSES

(P. 3, line 16)

(House hearings, pp. 100, 182, 255, 302, 606, 720, 739, 1091)

Appropriation, 1961	$14,652,510
Estimate, 1962	15,759,000
House allowance, 1962 (reduction of $452,400)	15,306,600

AMENDMENT REQUESTED

Page 3, line 16, strike out "$15,306,600" and insert in lieu thereof "$15,537,400" or an increase of $230,800 in the appropriation.

Application of House reductions (by activities and funds)

Standard classification	Estimate, 1961	Estimate, 1962	Amount recommended by House	Increase (+ or decrease (−), bill compared with estimate	Amount of retoration requested in Senate
Executive Office (general fund)	$673,960	$879,000	$681,600	−$197,400	+$155,500
Department of General Administration	6,065,050	6,506,000	6,334,000	−172,000	+60,600
General fund	(5,903,750)	(6,344,700)	(6,172,700	(−172,000)	(+60,600)
Highway fund	(83,000)	(83,000	(83,000		
Water fund	(23,900)	(23,900)	(23,900)		
Sanitary sewage works fund	(6,400)	(6,400)	(6,400)		
Motor vehicle parking fund	(48,000)	(48,000)	(48,000)		
Regulatory agencies (general fund)	1,747,000	1,885,000	1,839,000	−46,000	+14,700
Department of Occupations and Professions (general fund)	421,000	499,000	480,000	−19,000	
Public Library (general fund)	2,802,000	3,033,000	3,030,000	−3,000	
Department of Veterans Affairs (general fund)	116,500	118,000	118,000		
Department of Buildings and Grounds	2,622,000	2,627,000	2,612,000	−15,000	
General fund	(2,592,000)	(2,597,000)	(2,582,000	(−15,000)	
Highway fund	(30,000)	(30,000)	(30,000)		
Office of the Surveyor (general fund)	205,000	212,000	212,000		
Total estimate or appropriation	14,652,510	15,759,000	15,306,600	−452,400	+230,800

Analysis of funds

Standard classification	Estimate, 1961	Estimate, 1962	Amount recommended by House	Increase (+ or decrease (−), bill compared with estimate	Amount of retoration requested in Senate
General fund	$14,461,210	$15,567,700	$15,115,300	−$452,400	+$230,800
Highway fund	113,000	113,000	113,000		
Water fund	23,900	23,900	23,900		
Sanitary sewage works fund	6,400	6,400	6,400		
Motor vehicles parking fund	48,000	48,000	48,000		
Total estimate or appropriation	14,652,510	15,759,000	15,306,600	−452,400	+230,800

HOUSE REPORT

"GENERAL OPERATING EXPENSES

"The committee recommends an appropriation of $15,356,600 for general operating expenses, a reduction of $402,400 in the estimate but an increase of $704,090 in the amount of funds available for the same purpose in fiscal year 1961.

"*Executive Office.*—The committee recommends $731,600 for this Office, an increase of $57,640 in the amount of funds available in fiscal year 1961. The committee has not approved the request for 10 new positions. It has also denied, not only in this item but in all other items, funds for the payment of board members and recommends that the Commissioners seek legislation permitting the use, by the District of Columbia government, of voluntary services.

"Included in the reduction of $147,400 in the estimate of the Executive Office is $47,900 for the Commissioners Youth Council.

"The committee has allowed the request of $50,000 which is to be made available to the Greater National Capital Committee of the Metropolitan Washington Board of Trade to promote tourism to the Nation's Capital, especially during the winter months. The committee has approved the estimate based upon assurances of the representative of the board of trade that its committee would raise $250,000 from its members. The District contribution is to be turned over to the board only after it has attained this goal.

"*Department of General Administration.*—The committee recommends an appropriation of $6,334,000 for fiscal 1962, which is $286,950 above the 1961 appropriation. Included in the recommendation is the approval of 13 of the 27 positions requested. The major portion of the reduction in this item is for space

rental where the committee has reduced the estimate by $22,000 in addition to the voluntary reduction of $50,000.

"*Regulatory agencies.*—The committee recommends $1,839,000 for fiscal 1962. This is $92,000 above the 1961 fiscal year appropriation. The major portion of the reduction, $31,300, is in the budget of the Public Utilities Commission.

"*Department of Occupations and Professions.*—For this Department the recommended appropriation is $480,000, an increase of $59,000 in the fund availability of the 1961 fiscal year. The committee has denied all funds requested to annualize positions requested in a prior supplemental bill. Even though the estimate was reduced the Department attempted to staff up to the full amount of the estimate. Such disregard of congressional action on budget estimates will not be countenanced by the committee.

"*Public Library.*—For the District of Columbia's very efficiently administered and operated public library system an appropriation of $3,030,000 is recommended. The major portion of the increase of $228,000 is to fund the full year costs of two new branch libraries which were opening during fiscal 1961 and for which funds were provided last year on a part-year basis."

JUSTIFICATIONS

A point of order was raised on the floor of the House which negated the $50,000 allowed by the Committee on Appropriations for the Washington Board of Trade.

The increases requested are as follows:

A. Executive Office, $155,500:	
1. Executive Office of the Board of Commissioners (general fund)	$88,000
2. Commissioners' Youth Council (general fund)	47,900
3. Office of Urban Renewal (general fund)	14,800
4. Washington Metropolitan Regional Conference (general fund)	4,800
B. Department of General Administration, $60,600:	
1. Administrative services (general fund)	12,900
2. Finance (general fund)	6,000
3. Management (general fund)	22,500
4. Personnel (general fund)	19,200
C. Regulatory agencies, $14,700:	
1. Administration of parole laws (general fund)	12,900
2. Administration of wage, safety, and hour laws (general fund)	1,800
Total increases requested (general fund)	230,800

A. EXECUTIVE OFFICE, $155,500

1. Executive Office of the Board of Commissioners, $88,000

(a) Commissioners' Office—Board of Trade, $50,000—Financial analysis

Other services:	
Film (single language)	$21,000
Literature, etc	29,000
Total (general fund)	50,000

(1) *Washington, D.C., film, $21,000.*—Practically every State development commission, bureau of public information, or comparable arm of any State, area, or city government in the United States, and most foreign countries use a professionally produced film as one of their principal tools for the promotion of tourism and conventions. The use of such films is widespread and is recognized as one of the most effective means of influencing people of all ages and backgrounds to travel to the area being presented. Every forum of assembly is eager to have such films shown, particularly if they are presented in a dignified manner. Many civic organizations such as Rotary, Kiwanis, etc., regularly schedule films of this type at their weekly gatherings. Travel agents make extensive use of film to interest their clients to visit those places which are most interestingly illustrated. Educational groups, particularly secondary schools, PTA organizations, and teacher groups, are frequent users of film presentations. Because of its outstanding beauty and because of its position as not only the capital of this country, but because of its position as the world capital, films of Washington, D.C., are in great

demand. Records in the office of the Washington Convention and Visitors Bureau indicate that there is a constant demand for good films of Washington. In the past, when sufficient prints of a quality film were available, showings of our films were being made before many thousands annually.

The last film which was produced for the GNCC office was made in 1948. During the time this film was in circulation, our office had 125 prints. These were distributed either individually, or in some cases put out on loan to State universities or State library systems. Accurate records were kept of the showings of these which were distributed individually and regular reports were given on those on loan to the State units.

Naturally, the 1948 film is no longer worthy of showing. In its place we have had loaned to us five prints of a commercial film on Washington by American Airlines. In addition, we have leased 10 prints of a Washington film from Columbia Pictures. Both films are good, but not exactly what this city needs. Nor do we have prints in sufficient quantity to satisfy any but a fraction of requests received.

Our need for a new film is, therefore, quite acute. We will require a film produced by the best professional company which can be afforded, and there is a need for at least 75 prints of such a film.

We have made a check with a local producer (who produced our 1948 film) and we are advised that the 75 prints, plus production costs, would approximate $21,000. This would be a color, sound film of approximately 14½ minutes in length, also suitable for televising.

There is no question but that the addition of this film alone to our regular sales efforts would bring in many thousands of additional tourists to Washington every year.

(2) *Printing, posters, literature, signs, bulk postage, $29,000.*—Again, visual presentations of all types are the backbone of the travel industry. U.S. areas, commercial enterprises, carriers, attractions, foreign countries, and transient facilities annually spend millions of dollars to attract the tourist and the convention delegate. While the Convention and Visitors Bureau of Washington has produced and distributed some literature, posters, etc., for a number of years, the number and quality of materials being used has been overshadowed by that of our competitors. And it should be repeated here that there is no more competitive business in the world today than that of luring the tourist dollar. A quick glance through the pages of the Sunday New York Times, Holiday magazine, American Society of Travel Agents magzine, and hundreds of other publications is convincing of the tremendous amount of emphasis being placed on the value of tourists.

By Department of Commerce statistics the travel industry ranks third in this country. And it is second in value in the District of Columbia. Consequently, to maintain a reasonable level of tourist influx and to maintain the great economic and tax advantage the District of Columbia has in this field, more effort and more expenditures must be made.

To effect merely the needed increases either in quantity of presently produced items, or a minimum number of other items badly needed, an increase of $29,000 is requested for this purposes.

A great deal of this literature and many showings of films at our disposal are pointed to the high school youth of this country. There is perhaps no better way to indoctrinate the youth of this country into a fundamental belief in our system of government and to impress upon them the principles for which this Government stands than to have them visit this city, its shrines and memorials, and to actually witness their Government in action.

Just by way of information, we annually supply the offices of over 100 Members of the House of Representatives and the Senate with thousands of pieces of our literature on Washington for distribution to their constituents.

The production of a film or literature on Washington should not be considered only in the light of tourist promotion aids. Such media present to Americans and to the world the concept of the one city in the world which represents the type of freedom which our Congress is trying to sponsor and to uphold. It is a certainty that if the Washington Convention and Visitors Bureau did not undertake to print and distribute this type of material and to sponsor the greater influx of visitors and conventions to the Nation's Capital, the entire responsibility of this highly complex and competitive program would fall to some other group, perhaps the District government itself.

Our businessmen have taken this responsibility on themselves for over 30 years. As has been stated previously, it appears that not much additional financing can

be obtained from these sources. Due to the fact that the District government itself benefits so much directly from tax revenues from visitors, and due to the fact that this is the Capital of the Nation, there is a responsibility upon the District government to now share a small part of the financial burden.

The following statistics you may find interesting:

City/county funds for visitor promotion

Survey of 55 cities engaged in strong convention/tourist promotion, 26 receive city and/or county funds. Those of size comparable to Washington are—

City:	*Percentage of total budget subscribed by city-county*
Atlanta, Ga	16. 67
Buffalo, N.Y	25. 00
Cleveland, Ohio	5. 00
Denver, Colo	9. 00
Los Angeles, Calif	60. 00
Miami, Fla	100. 00
Miami Beach, Fla	58. 00
New York, N.Y	16. 67
Philadelphia, Pa	35. 00
St. Louis, Mo	11. 50
San Francisco, Calif	23. 00

Source: International Association of Convention Bureaus.

Budgets of cities competing with District of Columbia for visitor/convention business

Atlantic City, N.J	$640, 000
Denver, Colo	200, 000
Los Angeles, Calif	939, 700
Miami, Fla	715, 000
Miami Beach, Fla	404, 000
New York, N.Y	600, 000
San Francisco, Calif	439, 450
Washington, D.C	230, 000

Source: Curtis Publishing Co. and International Association of Convention Bureaus.

Visitor spending

Year	Number of tourists [1]	Number of conventions [2]	Delegates [2]	Civic funds raised [2]	Amount of tax on private rooms [3] (District of Columbia only)	Total visitor spending [2]
1950	3, 211, 164	312	175, 000	$112, 300	(4)	$148, 046, 560
1955	4, 624, 428	330	275, 000	143, 360	[5] $589, 915	215, 777, 120
1960	7, 000, 000	450	375, 000	230, 000	994, 830	375, 000, 000

[1] Figures from Smithsonian Institution (calendar years).
[2] Figures from Washington Convention and Visitors Bureau (calendar years).
[3] Figures from the District of Columbia government (fiscal years).
[4] No figures available.
[5] 10 months.

NOTE.—All figures, excepting where noted, are for metropolitan area.

(b) *Board of Appeals and Review (building code), $38,000*

Position title	Number requested	Grade	Salary	Personnel benefits	Related costs	Total
Clerks (administrative)	2	GS-6	$9,692	$824	$800	$11,316
Clerks	2	GS-5	8,694	762	700	10,156
Intermittent employment			13,749	894		14,643
Communication services					800	800
Supplies and materials					585	585
Equipment					500	500
Total	4		32,135	2,480	3,385	38,000

Financial analysis

Personnel compensation	$32,135
Personnel benefits	2,480
Rents, communications, and utilities	800
Supplies and materials	585
Equipment	2,000
Total (general fund)	38,000

The requested increase of $38,000 for fiscal year 1962 would provide an increased operational staff of four permanent office employees. This requested budget increase would provide funds for a total of six employees for our office which is now staffed by only two persons.

It would also provide the funds necessary for conducting two official Board of Appeals and Review hearings every week, instead of only one hearing (meeting) per week as was done in fiscal year 1961, at which sessions each hearing committee considers and renders decisions on from five to nine appeal cases.

It would also provide the necessary funds to institute a new program of conducting a prehearing conference between an attorney member of the Board and each appellant, at which conference the appeal in question would be discussed and, in the event the appellant had no basis for an appeal, this fact would be pointed out to him, thus obviating the necessity for an official appeal hearing in many instances. It is planned to schedule these prehearing conferences every day each week.

With the tremendous number of appeals which this Board is now receiving daily as a result of revocation notices and deficiency lists now being sent out by the Department of Licenses and Inspections (since the adoption of the 1961 Building Code), it will be impossible to handle the greatly increased workload of these appeals, and the necessary paperwork involved in each case, during fiscal year 1962 with our present modest staff. During the fiscal year 1961 appeal hearings were conducted and decisions rendered on 266 appeals. For fiscal year 1962 we anticipate that if our prehearing referee program is effected, together with the accelerated processing by holding two Board hearings (meetings) each week instead of one, we may be able to process as many as 3,500 appeals.

2. *Commissioners' Youth Council, $47,900*

(a) *Payment to Board members, $10,400—Financial analysis*

Personnel compensation	$9,800
Personnel benefits	600
Total (general fund)	10,400

These funds requested for honorariums are included on a contingent basis, pending passage of legislation permitting the Commissioners to accept voluntary services. Any unexpended funds at the time of passage of this proposed legislation will be placed in reserve and returned to the Treasury.

The Commissioners' Youth Council consists of 25 members, 6 members are District employees, and 19 are public members. An amount of $10,400 is requested to pay these public members at $53 per day or $6.61 per hour.

This has become necessary because of an opinion of the Corporation Counsel that public members of agencies, created by the Commissioners pursuant to Reorganization Plan No. 5 of 1952, who performs functions, other than advisory, must be compensated in accordance with the classification laws.

The 19 members attend a general council meeting each month for 11 months at approximately 2 hours per meeting. Each of the 19 members also serve on subcommittees which meet for approximately 3 hours per month for 11 months. In addition, 10 of the members attend special meetings for approximately 4 hours per month for 11 months, making a total of approximately 1,485 hours per year.

(b) Youth fitness, $37,500

Position title	Number requested	Grade	Salary	Total
Special worker	4	GS–9	$26,895	$26,895
Do	1	GS–7	5,115	5,115
Clerk	1	GS–6	5,490	5,490
Total	6		37,500	37,500

Financial analysis

Personnel compensation (general fund) $37,500

The District of Columbia Commissioners' Youth Council was established to deal with the problem of juvenile delinquency—its control, treatment, and prevention; and to secure the coordination of the activities of all agencies concerned with delinquency prevention. The uniqueness of the District's plan for dealing with this recognized nationwide problem has been its use of volunteer services on an organized and systematic basis. The city was divided into its natural neighborhoods and in each area was established a committee made up of leading citizens who worked or lived in that neighborhood and who were recognized for their insight and ability in working with youth and its problems.

These volunteer citizen groups, known as area boards, number 22 and their combined membership is approximately 1,000. Their function is to carry out the aims and purposes of the Commissioners' Youth Council in their own neighborhoods. Area boards are supported and guided, and their activities coordinated into citywide programs, by the paid professional staff of the Council. This judicious use of voluntary services means that the District of Columbia has had a dynamic and effective delinquency program at a cost of less than $100,000 a year which is ridiculously small compared with delinquency budgets in other large cities. (At the rate of the cost in the District of Columbia, New York City's delinquency appropriation would be $920,000. Actually, the money appropriated for delinquency prevention in New York City is $4 million.)

In 1958, the Commissioners designated the Youth Council as the agency to carry out the District's part in the President's national youth fitness program. The national plan was to use volunteer groups of citizens to organize and carry out fitness programs. The Youth Council was designated primarily because our area boards already constituted such citizen groups. With the then existing personnel, the Council was not in position to expand its program and accordingly appealed to Congress for additional funds to employ five professional people and one clerk to work with the area boards. The request was granted. In 1959, the Youth Council was given two GS–9 social workers and one GS–7 social worker, total cost $16,950. The following year, the Council was given two more GS–9 social workers and one GS–6 clerk, total cost $16,460.

The Council undertook the youth fitness program. From the outset, the Council aimed at total fitness rather than just physical fitness. The Council undertook to publicize the fitness program through mailings to youth-serving agencies, churches, and the like; and the neighborhood boards put on special activities and programs fostering youth fitness. Once started, the various fitness programs have been carried on—in the more privileged parts of the city—by recreation centers, schools, PTA's, and service clubs. But in the more deprived parts of the city, a program for fitness required patient, skillful work on health education, family cohesiveness, job attitudes, grooming, nutrition—anything. Since the same programs which promote fitness also help prevent delinquency, the Council no longer differenciates between the two programs.

Some of the programs of the Youth Council area boards can be categorized. For instance, work with gangs is delinquency control work. The program for children known to the Police Department is delinquency treatment work. But much activity of the area boards is more general, consisting of programs designed to promote the welfare of all children and youth of the neighborhoods. Into this

general category the youth-fitness programs and those aimed at the prevention of delinquency fall. It is not possible to distinguish one from the other. Any reduction in the so-called fitness programs, then, would at the same time be a reduction in the delinquency prevention work, and the Council believes that delinquency prevention is its most important function.

The Appropriation Committee of the House struck from the Youth Council's budget request an item of $37,500, or the present cost of the six positions given to us to expand our program to include youth fitness. If this cut goes through, it will mean that the Youth Council would have only two (or, by eliminating supervision, three) staff representatives to cover the 22 neighborhood boards. This is clearly insufficient for any meaningful attack on juvenile delinquency at a time when the delinquency problem is recognized as nationwide and of serious proportions.

Since the Council's is a neighborhood-centered program, staff assignments are necessarily made on a geographical basis. The Council would be put in the position of having to choose which areas to work with. In a population such as the District has, this would be most difficult. Should the Council concentrate its effort in the notorious Second Precinct? The Ninth Precinct, which now has the highest rate of crime in the city? The far northeast with several large public housing projects, many units of which house problem families relocated from renewal areas? Upper Northwest with a transitory population and a threatening gang situation? The near Southeast with a rapidly increasing delinquency problem? The Mount Pleasant-Columbia Heights area with a shifting population, overflow from the Second Precinct, some displaced by Foggy Bottom and Georgetown restoration? The far Southeast with a concentration of low-income, multiproblem familes?

A general reduction in activities all over the city would result in loss of interest and eventually loss of membership on the area boards—and consequently, a loss of benefits to the city. This reduction in staff would mean that the Council program would be reduced to what it was in the summer of 1958. To make this completely clear, the activities to two area boards in 1958 and the activities of the same area boards in 1961 are here described.

> Area I is the Mount Pleasant-Columbia Heights section of the city. There are approximately 54,000 persons living there and it is a rapidly changing section of the city. In the summer of 1958, the area I board had a membership of 17. Its foremost activity had been the establishment and sponsorship of five supermarket carrier boys' clubs. In addition, a gangs committee was well informed about gang activities and individual troublemakers. An employment committee operated odd-jobs pools and had launched a small job-training program. Much of the time at monthly board meetings was taken up with organizing the board, drawing up a constitution and bylaws, and discussing possible approaches to the many neighborhood problems.

As the board moves into the fall of 1961, these enumerated activities continue. In addition, its programs include:

(1) Educational and recreational programs for the carrier clubs with the cooperation of young adult groups from two churches.

(2) A neighborhood clergy council of 15 to 20 ministers actively engaged in devising and executing projects for good of all youth of the area.

(3) A clothing distribution center operated jointly with a committee of 20 representatives of neighborhood churches. The center distributed 5,000 items in its first 9 months of operation.

(4) A committee to provide equipment, money, and volunteer help to the roving leader of the recreation department, who works with gangs of the area.

(5) An informal, but close-working, committee of private and public agency workers cooperating to assist problem children and families.

(6) An I-teen board shaping up under adult leadership. This group is increasingly taking responsibility for its own behavior and for civic betterment.

(7) A club of 33 neighborhood mothers referred by a public agency for help in use of surplus foods, budgeting, household skills, child guidance.

(8) A job training program for girls launched through the cooperation of Hollyday House, a junior high school, and a committee of eight women sponsors.

(9) Support and cooperation in running a canteen with membership of 300 young people in the community. The board helped to get this program started.

(10) A well-organized, supervised program of various young people's clubs with a combined membership of about 3,000 youths.

(11) Counseling of youth who are referred to the council by the youth aid division of the police department. Usually, the actual work with these children is carried on with the cooperation of the Columbia Heights Boys Club.

(12) With a young people's group in a neighborhood church, the board is giving service to children discharged from the welfare department's delinquency institutions to help them adjust back into their own neighborhood.

Membership on the board is now 35, but membership of various committees working with the board is approximately 100. In addition to these there are several hundred volunteers from churches and other community groups working with various programs of the area board.

Area P is the near Northeast section of the city. Unlike area I, which had active agencies, churches, and civic groups and some sense of neighborhood identity, area P has been largely disorganized and quite lacking in widespread community awareness. It has the highest delinquency and crime rates in the city. The area board boundaries coincide with those of the ninth police precinct. The population is about 80,000.

In 1958, membership on the area P board was 15. A small committee assisted with a carrier boys club, another committee operated on odd jobs pool, and a third met to consider a youth center at one of the churches.

The present membership on the area P board is 38. As in area I, there are many more persons who are affiliated with board activities and who serve on the committees. Membership includes representatives from the recreation centers, the roving leader, civic associations, churches, parent-teacher organizations, one area settlement house, school principals and faculties, block organizations, a Health Department school nurse, and other area residents. This has been a difficult area in which to establish oneness of purpose among the members and there has been a tendency to pull apart, but the staff representative has worked diligently at this problem and the board is now working much more cooperatively and effectively as a group.

(1) The board has been successful in securing the cooperation of nearly 20 neighborhood groups to open a badly needed community youth center. A neighborhood church donated its facilities for this purpose and 400 children attended last summer and on weekends during the winter. A grant of $2,500 was received from the Meyer Foundation for this summer's program at the center and for a day camp program.

(2) An area P teen board now has representatives from 16 youth organizations and carries on a very lively program of activities including assistance at the youth center.

(3) In June 1961, an all-out community project was an all-day carnival attended by more than 3,000 neighborhood youngsters. The proceeds of about $2,000 were used to supplement funds for the day camp program at the center and to start a fund for a permanent center.

(4) The area board is stimulating formation and guiding block organizations throughout the area. There have now been 12 to 15 formed and many more are expected to develop during the coming year.

(5) A counseling committee undertakes to find assistance for children referred as problems by the Youth Aid Division of the Police Department and by other agencies.

(6) A gangs committee supports the roving leader and secures cooperation of community groups in working with gang groups and with the parents of the individual members. They have been particularly successful in forming a discussion group of parents of one of the antisocial gangs.

(7) An employment committee is assisting the roving leader in finding jobs for school dropouts, operating an odd jobs pool, and beginning an orientation program for young people seeking employment.

Each of these area boards represents half of the time of one staff representative of the youth council. In other words, all of the services enumerated here involving thousands of young people are available to the city at the cost of one social worker's salary.

Although delinquency declined in the District of Columbia during the first 4 fiscal years of the council's existence, it increased in 1959 and again in 1960. There is every indication that 1961 will also show an increase. In spite of this, the council is convinced that its method of utilizing voluntary services and involving grassroots participation is sound and economical. This activity must continue.

The struggle to treat, control, and prevent delinquency in the District of Columbia is waged in the face of almost overwhelming difficulties. Among these are: (1) The continued flight to the suburbs of persons who are financially and socially privileged, (2) the proportionate increase of families in the city with substandard incomes, (3) inadequate low-cost housing, (4) the absence of industries and the consequent lack of employment opportunities for the unskilled

worker, (5) inadequate mental health facilities, (6) the lack of social workers and other specialized personnel within the school system, (7) the backlog of unsettled cases in our one-judge juvenile court.

In spite of these things, the council has been able to control the delinquency problem in such a way that our record is better than that of most large cities or that of the Nation as a whole. Because of its results, the youth council is recognized nationally as an outstanding organization contributing significantly to delinquency control and prevention services.

The extensive voluntary activities and services of the area boards are given form and meaning by the paid staff of the youth council. To carry on the delinquency program already underway, the youth council must have all of its present staff for fiscal year 1962.

The council urgently requests that the item of $37,500 be restored to the council's budget.

3. Office of Urban Renewal (improvement of living and social conditions in the 2d precinct), $14,800

Position title	Number requested	Grade	Salary	Personnel benefits	Other costs	Total
Field supervisor	1	GS-12	$8,965	$743		$9,708
Secretary	1	GS-5	4,347	413		4,760
Communication services					$332	332
Total	2		13,312	1,156	332	14,800

Financial analysis

Personnel compensation	$13,312
Personnel benefits	1,156
Rents, communications, and utilities	332
Total (general fund)	14,800

The necessity for improvement of social and physical conditions in the second precinct area, as an interim measure until full scale urban renewal projects can alleviate conditions, is emphasized by Housing and Home Finance Agency's approval on July 11, 1961, of $265,000 for survey and planning for an urban renewal project in 10 percent of the area. This project and another urban renewal project to the east, and proposed downtown revitalization to the south of the area, are causing pressures that lead to overcrowding and deterioration within the area.

To counter this trend, increased District service, applied in coordinated manner in cooperation with private health, welfare, and social agencies, is deemed essential. It is regarded that preventive action now will, in the long run, reduce later renewal costs and show an overall saving.

4. Washington Metropolitan Regional Conference, $4,800

Financial analysis (general fund)

Position title	Number requested	Grade	Salary	Personnel benefits	Total
Secretary	1	GS-5	$4,347	$453	$4,800

For several reasons the Washington Metropolitan Regional Conference is asking for restoration of the full amount requested for fiscal year 1962:

1. The Washington Metropolitan Regional Conference is a cooperative organization of the governments of the area which is supported by contributions from each member government. In the fiscal year just past the District government contributed twice as much as the suburban governments to the support of the conference. This fiscal year the suburban governments have been asked and have already agreed to substantially increase their contributions; and the District government is being asked only to match their contributions.

2. The proposed budget provided that an administrative assistant, GS–7, be paid from suburban contributions; it seemed reasonable that the District appropriation should provide the lower paid secretarial position. It must be emphasized that eliminating the secretarial position from the District appropriation request would be a serious blow to the Washington Metropolitan Regional Conference. This is the only secretarial or clerical position in the office. Correspondence, minutes of all the committee meetings, agendas, staff reports, calls from the public and other government agencies—all these must be handled with dispatch and efficiency. It is next to impossible for an organization such as the Washington Metropolitan Regional Conference to function without secretarial assistance.

3. Substantial argument for the continued growth of the Washington Metropolitan Regional Conference can be found in the recommendations of the report of the Joint Committee on Washington Metropolitan Problems, Congress of the United States, otherwise known as the Bible committee. On page 3 of the report the committee says, "As a forum for the expression of regional interests, and a framework within which to develop intergovernmental relations, the Washington Metropolitan Regional Conference has been hailed by the joint committee as a welcome new institution of urban government." But the Bible committee also said on page 4 of the report, "* * * the 4-year-old conference has still far to go before it will be dealing effectively with Washington metropolitan problems." Unfortunately but truly, progress will not be great or fast if money is not spent, if staff is not provided—and progress is necessary if metropolitan problems are not to outrun forever metropolitan solutions.

The present range of activities and interests of the Washington Metropolitan Regional Conference is briefly reviewed in the following:

1961	1962
Water supply and pollution abatement	
Worked with consultants in development of master sewerage plan.	Receive, review, and proceed to implement master sewerage plan.
Develop water quality objectives for Potomac.	Extend water quality objectives to Potomac tributaries.
Worked with District of Columbia in development of regional policy objectives regarding Potomac sewer interceptor.	Commence silt pollution control program.
	Development of master record of sewerage facilities.
	Continue working with District of Columbia in development of regional policy regarding the Potomac sewer interceptor.
	Explore further areas of cooperaion.
Transportation	
Coordinated the local and State government views and promote the passage of the Area Transit Commission compact and the National Capital Transportation Agency bill.	Promote cooperation among the several regional transportation agencies (through the WMRC transportation committee meets regularly with the heads of each agency—Area Transit Commission, Area Traffic Council, and NCTA) and promote regional transportation which it approved.
Worked with GSA in initiating and securing regulations regarding taxicab service at Federal installations.	Explore further areas of cooperation.
Public Safety	
Determined desirability of and instituted action in securing adoption of a uniform regulation regarding the purchase of hand fire arms.	Commence operation of regional police teletype system.
Determined desirability of and developed technical aspects for instituting regional police teletype system.	Explore further areas for cooperation; i.e., bicycle regulation, master juvenile delinquent listing.

Public Health and Welfare

Studied indigent per diem rates at area hospitals. Determined desirability of a regional housing inventory. Commenced study of need for regional hospital planning in conjunction with Public Health Service and local agencies. Determined need for and commenced a regional air pollution study in conjunction with Public Health Service and local governments.	Will attempt to determine satisfactory rates for interjurisdictional compensation. Work with Regional Planning Council in carrying out the regional housing inventory. Continue study of need for regional hospital planning and probably proceed to create a regional hospital planning board. Continue regional air pollution study and arrive at conclusions and recommendations. Explore further areas of cooperation.

Statistics

In conjunction with District of Columbia Management Office commenced development of a comprehensive metropolitan statistical program beginning with a publication bringing together the most important census tract data for the region.	Proceed in conjunction with Management Office on metropolitan statistical program. Complete publication and commence housing inventory as mentioned under Health and Welfare. Other possible projects include a juvenile delinquent index and a regional master area sample design.

Publicity

Commenced publication of a monthly periodical and an annual report which includes all regional agencies and their interrelationships. Began a speaker's kit.	Continue publication of annual report and expand monthly.

Planning

Received 2000 year study and recommendations from MCRPC and NCPC.	Work with local governments in determining regional policy with regard to desirable course for future land use development.

B. GENERAL ADMINISTRATION, $60,600

1. Administrative services—Space rental, $12,900

Financial analysis (general fund)

Rents, communications, and utilities $12,900

It is necessary to rent space for the field office of the program of improvements of living and social conditions in the second precinct.

2. Finance—Increase in accounting program, $6,000

Financial analysis (general fund)

Position title	Number requested	Grade	Salary	Personnel benefits	Other costs	Total
Health benefits consultant....	1	GS-6.....	$4,846	$379	$775	$6,000

To perform additional functions and workload imposed by the Retired Federal Employees Health Benefits Act for approximately 3,600 former employees and their survivors, the position of Health Benefits Consultant, GS-6, is required.

The District of Columbia administers its own retirement acts relating to the Policemen and Firemen Retirement Disability Act, and the Teachers' Retirement and Annuity Funds. The District will administer the complete program

for these retirement systems in the same manner as the Civil Service Commission administers the program for civil service employees. The health benefits consultant will be responsible for implementing that part of the retired Federal employees health benefits program which includes counseling, interpretation, and administration of the Government insurance plan and the initiating of change documents in connection with employee-annuitant and survivor-annuitant participation in the program.

Although there are approximately 3,600 employees and survivor annuitants, it is estimated that 7,000 persons will be affected by this program because of death creating survivorship and death of both annuitants creating a problem of survivorship of children only. In addition, there are approximately 100 employees who are receiving benefits under the Employees' Compensation Act and who will come under the provisions of the Retired Employees' Health Benefits Act.

3. Management—Expansion of statistical services, $22,500

Financial analysis

Position title	Number requested	Grade	Salary	Personnel benefits	Total
Statistical analyst	1	GS-12	$8,965	$690	$9,655
Do	1	GS-11	7,571	599	8,170
Clerk-stenographer	1	GS-5	4,347	328	4,675
General fund	3		20,883	1,617	22,500

The success of our relatively new central statistical staff has borne out the correctness of the concept in its creation. The volume of work—far beyond the workload that the present two statisticians can handle—has demonstrated the great need.

The staff was created in recognition of four things. First, there is a wealth of data being produced as part of our normal operations that is badly needed in other operations but that is inaccessible for the most part. The best example is our assessment records. Data from these records are needed by Highways, Welfare, Health, Licenses and Inspections, Urban Renewal, Civil Defense, Redevelopment Land Agency, National Capital Planning Commission, and a dozen or more additional public and private agencies. A considerable amount of work is required, however, to design a procedure for the extraction, tabulation, and compilation of the data in a manner that will make it usable by others.

The second concept in creating this statistical unit was that some badly needed information is not available and consequently many organizations, being thus handicapped, have inadequate tools for performing their functions. The widespread demand for the census data made available through the work of the statistical unit is proof of the correctness of this concept.

The interest of 20 or more agencies in a housing inventory which is more comprehensive than data available from the U.S. Census, which also makes available relevant local records and which can be maintained during intercensal years, is even more eloquent evidence.

A third concept was that many District departments and organizations associated with the District could be far more effective if given professional advice and help on statistical matters. The zoo visitor-residence study (which had an important, direct budget effect), the work with the Council on the Aging, that with the Youth Council, and our current work with the crime study by six universities are all examples that attest to the value of expert statistical assistance.

Finally, it was anticipated that District statistics might be made more accurate, more useful, and possibly even less voluminous by a coordinating process. The new Juvenile Delinquency Index, which for the first time gives the District a statistical file on juvenile delinquents which is reliable, unduplicated, and usable for analyses in depth, demonstrates this value of the unit.

The demands for help from the unit have now far exceeded the time available to two statisticians to handle them. A request for a second zoo attendance study to analyze total attendance and characteristics of attendees, has been put off for months. A request to determine the relation, if any, between our soaring welfare costs and inmigration of impoverished families, has also had to wait. There is no prospect of obtaining a housing inventory unless additional staff can be obtained. And assistance to other District departments, to the universities

studying crime, and the preparation of widely used data will all be sharply checked unless additional staff is obtained.

The hearings before the House subcommittee gave some impression that there is duplication between some work of the statistical unit and certain work of the Washington Metropolitan Regional Conference. It should be emphasized that there is no duplication whatever. The Conference secretariat has no statistical staff and does no statistical studies. The Conference is the medium by which statistical matters, among many matters, are coordinated to the advantage of each jurisdiction. Thus rather than duplicate any work, the District statistician by devoting a small portion of the time actually acts as the professional statistical arm of the Conference, and thereby leads in producing material that is valuable to all surrounding jurisdictions as well as to the District government.

Thus, in summary, the experience over several years has demonstrated that the addition of two statisticians and a clerk is urgently needed.

4. Personnel, $19,200

Financial analysis

Position title	Number requested	Grade	Salary	Personnel benefits	Other costs	Total
Assistant compensation officer	1	GS-7	$5,366	$448	$154	$6,120
Position classifier	1	GS-11	7,571	600	141	8,160
Clerk-typist	1	GS-4	4,056	312	552	4,920
General fund	3		16,993	1,360	847	19,200

Within the broad program of the Personnel Office, there are three principal programs which have been affected by sharply increased workload, and for which additional personnel are urgently required.

The employee disability compensation program has been administered by a staff of three persons since 1951. During this period the number of injury reports processed each year has approximately doubled.

Insufficient personnel for this program results in unreasonable delay in rendering the services to which injured employees are entitled, and a delay in the development of facts and data that could lead to substantial savings in specific third-party cases. Presently there are 172 injury reports on hand, including 50 third-party cases, that have been held more than 30 days without processing or investigation due to lack of personnel. It is felt that an additional assistant compensation officer would overcome this backlog and prevent a recurrence, and that the position cost would be wholly or completely paid through an increase in third-party recoveries.

Classification and wage administration provides direct classification service for over 3,000 classified and approximately 6,500 wage board positions, and conducts or participates in local area wage survey from which recommended schedules of pay rates for wage board employees are developed.

While more than 2,000 new positions were authorized for the District Government for fiscal years 1959, 1960, and 1961, only 1 position classifier has been added to the staff in the past 5 years. Thus, the accepted standard of one classifier to every 400 to 600 employees is far exceeded in the District Government; the current rate in the District Government is one classifier to 1,580 employees.

It is physically impossible with the present staff to keep current with the workload. One additional position classifier is an absolute necessity for reasonably adequate performance.

Employment and training has a staff of four persons to plan, develop and administer employment and training programs in the District Government. Additional workload involves the coordination and issuance of all personnel policies and procedures incorporated in the District Personnel Manual, and the conduct of special and staff studies of operational and policy problems in the employment and training field.

The staff is without clerical assistance; clerical and administrative duties have been accomplished at the expense of program responsibilities. The addition of a clerk-typist to the employment and training staff will allow for utilization of the skills and qualifications to intended purposes.

C. REGULATORY AGENCIES, $14,700

1. Administration of parole laws, $12,900

(a) Good Time Release Unit, $6,914

Position title	Number requested	Grade	Salary	Personnel benefits	Other costs	Total
Social worker (parole)	1	GS-9	$6,448	$331	$135	$6,914

Financial analysis

Personnel compensation	$6,448
Personnel benefits	331
Equipment	135
Total (general fund)	6,914

We proposed to expand the services of our Good Time Release Supervision Unit in order that we may provide more adequate supervision and services for the persons supervised and a better measure of protection to the community. These persons represent the more dangerous criminals and create a serious threat to the community. They are released under the mandatory release law over which the Parole Board has no control, but we are responsible for supervising these persons until their maximum terms expire, which in many cases run for a period of years. In the first 11 months of fiscal year 1961, we find that the average number of persons per month under supervision by this unit was 269 as compared to a figure of 243 for the fiscal year 1960, an increase of 26 cases per month. Our present caseload per officer in this unit now averages 120 cases per month for 2 parole officers and 29 per month for the Casework Supervisor who must carry a partial caseload. When compared to the average caseload per officer per month in our Parole Supervision Unit, which is only 74 cases per officer, it will be readily apparent that the caseload of 120 persons for the 2 officers in the Good Time Release Unit is entirely too high for either adequate services or effective supervision. Furthermore, since the Good Time Release group is composed generally of the more serious criminal offenders, we feel it is essential that the caseload be reduced to more adequate levels so that more effective supervision of the offenders may be provided. As of June 30, 1961, we now find that the average number of persons under Good Time Release supervision per month has risen to a figure of 276. This has increased the monthly caseloads of 2 officers supervising these cases to an average of 123 cases per officer with the Casework Supervisor of this unit still carrying a monthly caseload of 30 cases. Since we estimate the monthly average of Good Time releasees under supervision will continue to increase during the fiscal year 1962, we believe it is essential that an additional field officer position be provided so we can reduce the caseload per officer to a monthly average of 83 cases which will provide much more effective supervision and a greater degree of protection to the community.

(b) Honorariums, $5,986

Intermittent employment	$5,986

Financial analysis

Personnel compensation	$5,597
Personnel benefits	389
Total (general fund)	5,986

The present part-time members of the Board of Parole were originally appointed to serve on a nonpaid basis and are quite willing to serve in that capacity if legislation is enacted to eliminate payment for their services on a per diem basis. The funds requested for honorariums are included on a contingent basis pending passage of legislation permitting the Commissioners to accept voluntary services. Any unexpended funds at the time of passage of this proposed legislation will be placed in reserve and returned to the Treasury.

It is not possible for the Board of Parole to absorb this amount through anticipated savings due to the substantial size of this item and the fact that personnel compensation, in which we can expect only small savings, represents the greater portion of our operating budget.

2. Administration of wage, safety, and hour laws, $1,800.

Financial analysis

Personnel compensation	$1,684
Personnel benefits	116
Total (general fund)	1,800

This sum is for the payment of honorariums on an hourly basis of the three Board members who are responsible (1) for the quasi-legislative and quasi-judicial duties required by the minimum wage law, "Title I: Minimum Wages," and "Title II: Industrial Safety," and (2) for the administration of the house law, the seats law, and the wage payment and wage collection law. The Board is the policymaking body for the agency. It establishes industrial safety standards, rules and regulations for the purpose of providing safe working places for the 238,000 workers in private industry in the District, and promotes an educational and enforcement program to secure compliance with the standards; selects and appoints minimum wage conference members; attends all sessions of conferences; conducts public hearings; issues minimum wage orders which set the wage floor for all women and minors employed in private industry in the District; and revises the rates periodically in order to keep them in line with the cost of living. The Board continuously conducts the enforcement of wage orders and wage and hour laws.

If the agency is required to absorb this cost, other items in the conservative budget will suffer. A large proportion of the funds for the agency are for mandatory items such as salaries, travel expenses required to make field inspections, and personnel benefits, leaving little leeway for expenses not formerly taken into account. There is very little turnover in staff and therefore savings do not accrue from this source.

The funds requested for honorariums are included on a contingent basis pending passage of legislation permitting the Commissioners to accept voluntary services. Any unexpended funds at the time of passage of this proposed legislation will be placed in reserve and returned to the Treasury.

General operating expenses

Department	Appropriation				Number of positions			
	1962 estimate	House allowance	Requested restorations	Total Senate request	1962 estimate	House allowance	Requested restorations	Total Senate request
1. Executive office (general fund)	$879,000	$681,600	$155,500	$837,100	10		7	7
(Reductions in base)						(−6)	(+6)	
2. Department of General Administration	6,506,000	6,334,000	60,600	6,394,600	27	13	7	20
General fund	(6,344,700)	(6,172,700)	(60,600)	(6,233,300)	(27)	(13)	(7)	(20)
Highway fund	(83,000)	(83,000)		(83,000)				
Water fund	(23,900)	(23,900)		(23,900)				
Sanitary sewage works fund	(6,400)	(6,400)		(6,400)				
Motor vehicle parking fund	(48,000)	(48,000)		(48,000)				
3. Regulatory agencies (general fund)	1,885,000	1,839,000	14,700	1,853,700	7	5	1	6
(Reductions in base)						(−2)		(−2)
4. Department of Occupations and Professions (general fund)	499,000	480,000		480,000	3	3		3
5. Public Library (general fund)	3,033,000	3,030,000		3,030,000	18	18		18
6. Department of Veterans' Affairs (general fund)	118,000	118,000		118,000				
7. Department of Buildings and Grounds	2,627,000	2,612,000		2,612,000				
General fund	(2,597,000)	(2,582,000)		(2,582,000)				
Highway fund	(30,000)	(30,000)		(30,000)				
8. Office of the Surveyor (general fund)	212,000	212,000		212,000				
Total appropriation and new positions	15,759,000	15,306,600	230,800	15,537,400	65	39	15	54
(Reductions in base)						(−8)	(+6)	(−2)
General fund	(15,567,700)	(15,115,300)	(230,800)	(15,346,100)	(65)	(31)	(21)	[1] (52)
Highway fund	(113,000)	(113,000)		(113,000)				
Water fund	(23,900)	(23,900)		(23,900)				
Sanitary sewage works fund	(6,400)	(6,400)		(6,400)				
Motor vehicle parking fund	(48,000)	(48,000)		(48,000)				

[1] Net positions for general operating expenses.

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District of Columbia executive office

Activity	Appropriation				Number of positions			
	1962 estimate	House allowance	Requested restorations	Total Senate request	1962 estimate	House allowance	Requested restorations	Total Senate request
1. Executive office	$413,000	$315,000	$88,000	$403,000	4	----------	4	4
2. Office of Secretary	168,900	164,000	----------	164,000	----------	----------	----------	----------
3. Commissioner's Youth Council (reduction in base) [1]	108,500	60,600	47,900	108,500	----------	(−6)	(+6)	----------
4. Office of Urban Renewal	92,000	77,200	14,800	92,000	2	----------	2	2
5. Washington Metropolitan Regional Conference	19,000	14,200	4,800	19,000	1	----------	1	1
8. Commissioners Council on Human Relations	33,600	27,500	----------	27,500	1	----------	----------	----------
9. Council on Aging	16,000	----------	----------	----------	2	----------	----------	----------
10. Civil War Centennial Commission	28,000	23,100	----------	23,100	----------	----------	----------	----------
Total appropriation and new positions (general fund)	879,000	681,600	155,500	837,100	10	----------	7	7
(Reductions in base)	----------	----------	----------	----------	----------	(−6)	(+6)	----------

[1] 6 positions eliminated from the base; requested to be restored.

Department of General Administration

Activity	Appropriation				Number of positions			
	1962 estimate	House allowance	Requested restorations	Total Senate request	1962 estimate	House allowance	Requested restorations	Total Senate request
1. Administration	$45,800	$45,800		$45,800				
2. Administrative services:								
(a) Operations	217,600	217,000		217,000				
(b) Space rental	560,500	488,500	$12,900	501,400				
3. Budget	254,100	253,600		253,600	2	2		2
4. Finance	3,584,400	3,566,800	6,000	3,572,800	4	2	1	3
5. Internal auditing	257,400	237,600		237,600	6	3		3
6. Management	140,700	118,200	22,500	140,700	3		3	3
7. Personnel:								
(a) Operations	323,600	304,000	19,200	323,200	3		3	3
(b) Employees' disability compensation	230,000	230,000		230,000				
(c) Employees' unemployment compensation	246,000	246,000		246,000				
(d) Workmen's compensation, administrative expenses	279,800	279,800		279,800				
8. Procurement	366,100	346,700		346,700	9	6		6
Total appropriation and new positions	6,506,000	6,334,000	60,600	6,394,600	27	13	7	20
General fund	(6,344,700)	(6,172,700)	(60,600)	(6,233,300)	(27)	(13)	(7)	(20)
Highway fund	(83,000)	(83,000)		(83,000)				
Water fund	(23,900)	(23,900)		(23,900)				
Sanitary sewage works fund	(6,400)	(6,400)		(6,400)				
Motor vehicle parking fund	(48,000)	(48,000)		(48,000)				

Regulatory agencies

Activity	Appropriation				Number of positions			
	1962 estimate	House allowance	Requested restorations	Total Senate request	1962 estimate	House allowance	Requested restorations	Total Senate request
1. Control of alcoholic beverages	$221,000	$221,000		$221,000				
2. Administration of parole laws	305,500	292,600	$12,900	305,500	2	1	1	2
3. Death investigations	133,300	133,300		133,300				
4. Department of Insurance	207,000	207,000		207,000				
5. Administration of wage, safety, and hours laws	177,400	175,600	1,800	177,400				
6. Recorder of deeds	411,400	411,400		411,400	1	1		1
7. Investigation and regulation of public utilities	277,700	246,400		246,400	3	−2		−2
(Reduction in base) [1]						−2		(−2)
8. Planning and zoning	94,700	94,700		94,700	1	1		1
9. Washington Metropolitan Area Transit Commission	57,000	57,000		57,000				
Total appropriation and new positions (general fund)	1,885,000	1,839,000	14,700	1,853,700	7	5	1	6
(Reductions in base)						−2		(−2)

[1] 2 positions eliminated from the base, no restoration requested.

Department of occupations and professions

Activity	Appropriation				Number of positions			
	1962 estimate	House allowance	Requested restorations	Total Senate request	1962 estimate	House allowance	Requested restorations	Total Senate request
1. Administraton	$64,500	$64,500		$64,500				
2. Examination	87,700	83,625		83,625				
3. Investigation and inspection	85,400	74,360		74,360				
4. Processing and issuance	261,400	257,515		257,515	3	3		3
Total appropriation and new positions (general fund)	499,000	480,000		480,000	3	3		3

Public library

Activity	Appropriation				Number of positions			
	1962 estimate	House allowance	Requested restorations	Total Senate request	1962 estimate	House allowance	Requested restorations	Total Senate request
1. Administration	$186,100	$186,100		$186,100				
2. Processing	306,800	306,800		306,800				
3. Public service	2,141,200	2,138,200		2,138,200	14	14		14
4. Buildings and grounds	398,900	398,900		398,900	4	4		4
Total appropriation and new positions (general fund)	3,033,000	3,030,000		3,030,000	18	18		18

Department of Veterans' Affairs

Activity	Appropriation				Number of positions			
	1962 estimate	House allowance	Requested restorations	Total Senate request	1962 estimate	House allowance	Requested restorations	Total Senate request
1. Administration (general fund)	$118,000	$118,000		$118,000				

Department of Buildings and Grounds

Activity	Appropriation				Number of positions			
	1962 estimate	House allowance	Requested restorations	Total Senate request	1962 estimate	House allowance	Requested restorations	Total Senate request
1. Administration	$97,600	$97,600		$97,600				
2. Program planning	131,766	131,766		131,766				
3. Design and engineering	82,565	82,565		82,565				
4. Operation and maintenance	2,315,069	2,300,069		2,300,069				
Total appropriation and new positions	2,627,000	2,612,000		2,612,000				
General fund	(2,597,000)	(2,582,000)		(2,582,000)				
Highway fund	(30,000)	(30,000)		(30,000)				

Office of the Surveyor

Activity	Appropriation				Number of positions			
	1962 estimate	House allowance	Requested restorations	Total Senate request	1962 estimate	House allowance	Requested restorations	Total Senate request
1. Administration (general fund)	$212,000	$212,000		$212,000				

PUBLIC SAFETY

OPERATING EXPENSES

(P. 4, lines 11, 16, 21, 25)

(House hearings, p. 724, 230, 926, 1034, 693, 957, 562, 1094)

Appropriation, 1961	$53,333,500
Estimate, 1962	55,899,000
House allowance, 1962 (reduction of $759,500)	[1] 55,139,500

[1] Includes an unbudgeted item of $25,000 for courts.

AMENDMENTS REQUESTED

(1) Page 4, line 11, strike out "sixty-two" and insert in lieu thereof "sixty-four".
(2) Page 4, line 16, strike out "$55,139,500" and insert in lieu thereof "$55,786,900" or an increase of $647,400 in the appropriation.
(3) Page 4, line 21, strike out "not to exceed $50,000 of".
(4) Page 4, line 25, strike out "Columbia Office of Civil Defense" and insert in lieu thereof "Columbia, but not to exceed the amount allocated to the District of Columbia by that office."

Application of House reductions (by activities and funds)

Standard classification	Estimate, 1961	Estimate, 1962	Amount recommended by House	Increase (+) or decrease (−), bill compared with estimate	Amount of restoration requested in Senate
Office of Civil Defense (general fund)	$90,000	$98,000	$93,500	−$4,500	
Office of Corporation Counsel	848,500	940,000	888,000	−52,000	+$52,000
General fund	(804,500)	(896,000)	(844,000)	(−52,000)	(+52,000)
Highway fund	(44,000)	(44,000)	(44,000)		
Department of Corrections (general fund)	7,289,000	7,627,000	7,590,000	−37,000	
Courts (general fund)	5,953,300	6,069,000	[1] 6,065,000	−4,000	
Fire Department (general fund)	11,672,000	11,821,000	11,651,000	−170,000	+133,000
Department of Licenses and Inspections (general fund)	2,593,000	2,867,000	2,765,000	−102,000	+72,400
Metropolitan Police	24,706,000	26,292,000	25,902,000	−390,000	+390,000
General fund	(24,602,000)	(26,181,000)	(25,791,000)	(−390,000)	(+390,000)
Motor Vehicle Parking Fund	(104,000)	(111,000)	(111,000)		
National Guard (general fund)	181,700	185,000	185,000		
Total estimate or appropriation	53,333,500	55,899,000	[1] 55,139,500	−759,500	+647,400

[1] Includes an unbudgeted item of $25,000 for courts.

Analysis by funds

Standard classification	Estimate, 1961	Estimate, 1962	Amount recommended by House	Increase (+) or decrease (−), bill compared with estimate	Amount of restoration requested in Senate
General fund	$53,185,500	$55,744,000	[1] $54,984,500	−$759,500	+$647,400
Highway fund	44,000	44,000	44,000		
Motor vehicle parking fund	104,000	111,000	111,000		
Total estimate or appropriation	53,333,500	55,899,000	[1] 55,139,500	−759,500	+647,400

[1] Includes an unbudgeted item of $25,000 for courts.

HOUSE REPORT

"PUBLIC SAFETY

"For Public Safety an appropriation of $55,139,500 is recommended. This is a reduction of $759,500 in the estimate but an increase of $1,806,000 over the 1961 appropriation.

"*Office of Corporation Counsel.*—The budget estimate of $940,000 has been reduced by the committee to $888,000. This Office has increased from 66 positions in fiscal year 1956 to its present strength of 99 positions, an increase of 50 percent. The committee does not believe that the workload has increased proportionately and has allowed 2 of the 9 new positions requested which will provide an adequate staff of 101 to manage the legal activities of the District of Columbia.

"*Courts.*—For the operation of the courts the committee recommends an appropriation of $6,065,000. Included in the recommended amount is $758,300 for the juvenile court which will allow for 2 additional positions. The recommended allowance for the juvenile court should be adequate to handle the workload of the court pending a decision by the Congress as to its future in the judicial system of the District of Columbia.

"The committee has approved $100,000 for the District of Columbia Legal Aid Society, an increase of $25,000 above the budget estimate.

"*Fire Department.*—The committee has approved an appropriation of $11,651,000 for this Department in 1962. This is $21,000 below the available funds during 1961 and $170,000 below the budget estimate. The major portion of the decrease is $103,000 which was to finance the operation of the Board of Police and Fire Surgeons and $30,000 budgeted for medical services procured from medical personnel outside the District of Columbia government. In addition, the Police Department budget contains $108,000 for outside medical service, providing a total of over $241,000 for medical and surgical care of the District's police and fire department personnel.

"Inasmuch as the District spent approximately $12 million during 1960 to operate District of Columbia General Hospital and the committee is approving $12,500,000 for its operation in fiscal year 1962, the committee can see no logical reason why the District should continue to spend in addition approximately a quarter of a million dollars to finance the medical needs of approximately 3,800 District personnel.

"The committee recognizes that there is value to having available full-time medical personnel for emergencies and has allowed $25,000 to cover the costs of 2 full-time doctors.

"However, the Commissioners are directed to abolish the part-time positions now utilized by the Board and to make proper arrangements to provide such medical and surgical services as are deemed necessary for the present clientele of the Board at District of Columbia General Hospital within the funds approved for the hospital.

"*Department of Licenses and Inspections.*—An appropriation of $2,765,000 is recommended for this Department, an increase of $172,000 in the 1961 appropriation. The committee has approved 18 of the 32 new positions requested.

"*Metropolitan Police.*—The committee recommends an appropriation of $25,902,000 for the Police Department. This is $1,196,000 above the 1961 appropriation and will provide 59 of the 110 additional police officers requested in the budget. Included in the funds allowed is $57,000 to finance a total of 50 man-dog teams of the Canine Corps. However, the committee questions the need for the $538 per year paid to each officer assigned a dog especially since the Department provides food and veterinary care for the dogs. The decision to classify these officers for pay purposes as technicians II should be carefully reviewed and fully justified. The medical payments item of $108,000 discussed earlier under the Fire Department has been denied."

The committee, recognizing the need for more administrative personnel with a larger police force, recommends the creation of one additional inspector position for the force.

JUSTIFICATIONS

The increases requested are as follows:

A. Office of Civil Defense: 1. Request for language change.	
B. Office of the Corporation Counsel (general fund)	$52,000
C. Fire Department—$133,000:	
1. Police and fire medical services (general fund)	103,000
2. Firemen's pensions and relief (general fund)	30,000
D. Department of Licenses and Inspections—$72,400:	
1. License and Permit (general fund)	19,500
2. Housing (general fund)	46,900
3. Zoning (general fund)	6,000
E. Metropolitan Police—$390,000:	
1. Administration (general fund)	30,266
2. Prevention and detection of crime (general fund)	251,734
3. Policemen's pensions and relief (general fund)	108,000
Total increase requested (general fund)	647,400

A. OFFICE OF CIVIL DEFENSE

1. Request for language change:
Delete: "Not to exceed $50,000 of".
Delete: "Columbia Office of Civil Defense".
Insert: After the words District of "Columbia but not to exceed the amount allocated to the District of Columbia by that office,".

The deletion of the limitation on funds is necessary in order to permit the District Government to utilize any funds available during the year to strengthen its civil defense position. It will also make more possible the participation of the District in the increased emphasis on civil defense preparations now being planned by the Federal Government leadership.

B. OFFICE OF THE CORPORATION COUNSEL, $52,000

1. Enforcement of District of Columbia Building Code, $38,000

Position title	Number requested	Grade or class	Salary	Personnel benefits	Other costs	Total requested
Board of Appeals and Review:						
Attorney	1	GS-13	$10,650	$828	$180	$11,658
Do	1	GS-11	7,571	613	180	8,364
Secretary	1	GS-5	4,347	347	715	5,409
Law enforcement:						
Attorney	1	GS-9	6,448	532	180	7,160
Secretary	1	GS-5	4,347	347	715	5,409
Total	5		33,363	2,667	1,970	38,000

Financial analysis

Personnel compensation	$33,363
Personnel benefits	2,667
Equipment	1,970
Total (general fund)	38,000

These positions are mandatory due to the allowance of 11 new positions in the Department of Licenses and Inspections budget for the stepped-up program of enforcement of the retroactive means of egress and fire safety requirements of the District of Columbia building code. By reason of the large amount of money required to bring existing buildings into compliance with the code, appeals to the Board of Appeals and Review will be increased fivefold; at least two hearing committees of that Board will be required to sit daily; and an experienced Assistant Corporation Counsel, considerably above beginning grade, for each committee will be required to cope with the high caliber attorneys representing affected property owners.

One of the additional Assistant Corporation Counsel will be required to prosecute the additional criminal cases arising from the enforcement program.

At least one secretary will be needed for the attorneys who will handle the civil aspects of this work and, since there is presently only one secretary assigned to the seven attorneys engaged in law enforcement for this office, with the addition of another attorney as above set forth, another secretary is imperative for that work.

2. Legal services, Mental Health and Collections Unit, $14,000

Position title	Number requested	Grade or class	Salary	Personnel benefits	Other costs	Total requested
Attorney	1	GS-11	$7,571	$613	$250	$8,434
Secretary	1	GS-5	4,347	347	872	5,566
Total	2		11,918	960	1,122	14,000

Financial analysis

Personnel compensation	$11,918
Personnel benefits	960
Equipment	1,122
Total (general fund)	14,000

In requesting additional personnel for the Mental Health and Miscellaneous Collections Unit it was pointed out that the Finance Office had stepped up its program for collecting delinquent St. Elizabeths Hospital accounts and anticipated an increase in the number of this type of referral for court action during fiscal 1962. It was also pointed out that because of the *Lafferty* decision the number of jury trials and collateral hearings in mental health cases alone would require the full time of one assistant.

The number of referrals of delinquent St. Elizabeths Hospital cases has far exceeded our expectations. As was pointed out, these were old inactive accounts involving large amounts of money and difficult questions of law. The number of referrals from the finance office in this category rose as follows:

Fiscal 1958	471
Fiscal 1959	581
Fiscal 1960	836
Fiscal 1961	904

Mental health jury trials more than doubled. Many of these jury trials have consumed several days; at least two involved many, many hours of research on unique questions of law (one case involved 85 hours of research and trial, and involved three attorneys).

	Fiscal 1959	Fiscal 1960	Fiscal 1961
Mental health jury trials	7	13	36

In the 1962 budget requests it was anticipated that the mental health jury trials and related matters would consume the full time of one assistant in the mental health and miscellaneous collections unit. During the past year it has not only consumed the full time of one assistant, but on occasion has required all four trial attorneys assigned to the unit to be involved in the preparation or trial of mental health cases. Obviously, these matters, like habeas corpus petitions, are urgent and are usually advanced for immediate trial.

We have also been faced with another problem which was unanticipated when the 1962 budget requests were submitted. The Enforcement Division of the Finance Office (in addition to its customary billing and collection functions), formerly investigated assets of persons liable for reimbursement to the District of Columbia of hospitalization at St. Elizabeths Hospital, recommended the appointment of committees, and generally assisted this office in its attempts to increase District revenues by placing responsible relatives under court order for such reimbursement. During the past 3 or 4 months this function has been discontinued and the staff has been concentrating on collection of delinquent accounts, particularly District of Columbia General Hospital cases. The most recent advice from the Finance Office indicates that they have approximately 12,329 delinquent accounts, with a total potential collectibility of $2,549,480.42.

Of these 12,000 cases, 9,600 of these cases are delinquent District of Columbia General, Glenn Dale, and contract hospital accounts, which are receiving priority attention by the Finance Office. This Division has already felt the impact of the Enforcement Division's efforts as evidenced by the following table of referrals in this category:

April, May, June only:

1959	30
1960	83
1961	157
5 days, 1962	22

Obviously this additional caseload cannot be handled by our present staff, nor, indeed, by only one additional experienced attorney.

At the present time the Chief of the Division is holding 250 new cases for assignment. Of this number, 219 cases are known to be adversary proceedings; the balance of 31 cases may be disposed of ex parte.

The increase in the number of cases in this Division is reflected to some extent by the following table of increased collection:

	1959	1960	1961
Miscellaneous collections	$106,481.03	$273,585.09	$331,906.43
R.E.S. collections	222,063.80	405,983.53	559,369.82

It is an indisputable fact that collections effected by legal action are directly related to the number of cases receiving timely attention. Time is of the essence in collection cases. With the staff presently working at capacity, it is obvious that collections cannot continue to increase if the staff remains at its present complement. Personnel in the mental health and miscellaneous collections unit accounted for approximately 475 hours of overtime during the calendar year of 1960.

C. FIRE DEPARTMENT, $133,000

1. Police and fire medical services, $103,000

One hundred and three thousand dollars will permit operation of the clinic by the Board of Surgeons, with the aid of a nurse, a laboratory technician, and two clerks. Funds will also provide supplies and materials for treatment of members of the Metropolitan Police Department, the U.S. Park Police, and White House Police, as well as the Fire Department.

Position title	Number requested	Grade or class	Salary	Personnel benefits	Other costs	Total requested
Medical technician	1	GS-7	$6,365	$518		$6,883
Head nurse	1	GS-7	6,198	507		6,705
Secretary	1	GS-5	5,013	427		5,440
Claims examiner	1	GS-5	5,013	427		5,440
Subtotal	4		22,589	1,879		24,468
Less lapse			−4,461			−4,461
Net permanent	4		18,128	1,879		20,007
Part-time medical officers			69,596	6,997		76,593
Other personal services			127			127
Supplies and materials					$4,513	4,513
Equipment					1,760	1,760
Total			87,851	8,876	6,273	103,000

Financial analysis

Personnel compensation	$87,851
Personnel benefits	8,876
Supplies and materials	4,513
Equipment	1,760
Total (general fund)	103,000

Latest available statistics reveal that firefighters annually suffer more than six times as many on-the-job injuries as the average American worker. Moreover, a firefighter's chances of being killed on duty are nearly 70 percent greater than those of other workers. Among persons who died of a heart condition, firefighters died at a younger age than their neighbor who was stricken with heart disease.

These facts regarding injuries borne by firefighters were brought out in a special survey of 1,200 American communities. While the hazardous nature of the firefighter's work has long been recognized, this survey points out in stark figures the high incidence of disease, accident, and death sustained by firefighters.

The Board of Commissioners have recognized the existence of the occupational hazards which contribute to the picture such as portrayed above and have provided medical facilities for treatment of members of the Metropolitan Police and Fire Departments.

While the Board of Surgeons is primarily responsible for the physical well-being of the uniformed officers and members of the department, it also renders other services vital in the administration of the Police and Fire Departments. Physical examinations are conducted of all new appointees prior to employment and once again before they complete their probationary period. Members incapacitated for duty through injury or disease are examined, their physical condition evaluated, and continuance in service or retirement is recommended. Minimal physical and mental standards for new appointees are established by this Board. Various preventative health programs and weight-control projects are conducted annually. All officers and members are instructed in safety measures designed to insure their well-being. In addition, candidates for appointment to the various service academies by the Board of Commissioners, as well as appointees to other District government departments, are also examined.

The Board of Surgeons is a group of qualified, professional medical men with many years of experience and skill in the treatment of men afflicted with diseases or disabilities peculiar to service in the field of public safety. The clinic is located in one of our fire unit's quarters and provided with medical supplies and surgical equipment. In the fiscal year 1961, more than 35,000 patient visits were made and treatment provided at a cost of only $7,500 for supplies, materials, and equipment.

The extent to which a police officer will expose himself to gunfire, or the degree to which a firefighter will subject himself to heat and flames, is greatly influenced by the assistance or support he receives. The knowledge that medical facilities are available and that competent medical officers, interested solely in his weltare, who will instantly respond to his assistance, is a controlling factor in the performance of his duty. Removal of this assurance will definitely have an adverse effect on morale.

The Chiefs of the Metropolitan Police Department, the White House and the Park Police all join, with the Fire Chief, in the recommendation that funds be restored for the medical services that have been furnished since 1882.

2. Firemen's pensions and relief, $30,000

Financial analysis

Other services (general fund)..... $30,000

These funds will permit payment of specialized medical treatment and hospital services not available at the clinic. This will make possible the hospitalization of a firefighter injured on the fire ground and transported to the closest hospital available, and eliminate the long, time-consuming trip across town to District facilities. It will give members the same consideration as that accorded a civilian who, when injured or disabled, is transported to the closest participating hospital by our Emergency Ambulance Service.

D. DEPARTMENT OF LICENSES AND INSPECTIONS, $72,400

1. License and permit, $19,500

(a) Permit branch, $6,907

Position title	Number requested	Grade or class	Salary	Personnel benefits	Total requested
Assistant Chief of Permit Branch.....	1	GS-9.....	$6,445	$462	$6,907

Financial analysis

Personnel compensation	$6,445
Personnel benefits	462
Total (general fund)	6,907

Restoration is requested for the Assistant Chief GS–9 position in the Permit Branch. The Chief of this Branch supervises a staff of 19 who are primarily engaged in permit issuance and are in continuous contact with the public during the entire working day. In addition representatives of the Highway and Sanitary Engineering Departments, the Assessor's Office, and two plan examiners from the Inspection Division of this Department are assigned to work in the Permit Branch. These assignments expedite the clearance of permit applications.

There are many situations, arising daily, which require immediate decisions and policy determinations which can only be made by the Chief of the Branch or a well-qualified and experienced assistant. The Branch Chief's duties require him to be away from the office for considerable periods. Actions presented to the Public Space Committee and the Fine Arts Commission consume an appreciable amount of the Chief's time. Further, he is frequently unavailable because of necessary conferences with applicants and therefore cannot effectively dispose of other urgent operating problems which require immediate action. Consequently it is necessary that an Assistant Branch Chief with full authority be provided to act for him. No position has previously been requested or authorized for this function. However, the workload of this Branch has steadily increased since its establishment in 1954. The nature of its operations and its extensive and constant dealings with the public require appropriate supervision at all times. Operating experience in the other branches of the Department clearly shows that the provision of an Assistant Chief raises the level of efficiency and service to the public. The License Branch in this activity with a comparable staff and workload illustrates the benefits of such supervisory direction in depth.

(b) *Enforcement of Finance Act, Public Law 86–431, $12,593*

Position title	Number requested	Grade	Salary	Personnel benefits	Total
Auditor	1	GS–9	$6,445	$460	$6,905
Investigator	1	GS–7	5,301	387	5,688
Total	2		11,746	847	12,593

Financial analysis

Personnel compensation	$11,746
Personnel benefits	847
Total (general fund)	12,593

Restoration is requested of the auditor GS–9 and investigator GS–7 positions for the Enforcement Branch. These positions are mandatory for administration and enforcement of the Finance Act, Public Law 86–431, April 22, 1960, as required by Congress. This law is designed to protect the public by providing "for the regulation of finance charges for retail sales of motor vehicles." Regulations governing the business of buying, selling, and financing of motor vehicles in the District of Columbia were promulgated under the Finance Act on October 20, 1960.

There are approximately 280 automobile dealers in the District with about 1,000 salesmen and 60 lending institutions financing auto sales. The dealers, salesmen, and sales finance companies must be licensed. This requires investigation of prior employment, character, and business records. All subsequent changes of business and employment of the salesmen are subject to further investigation. The provisions in sales contracts must be reviewed for compliance with the Finance Act and the regulations. Also, the act requires that the books and records of persons engaged in the business of financing retail installment transactions be subject to examination. Such examinations therefore require the services of an auditor.

In addition to the Finance Act there are the Moneylenders, Pawnbrokers, and Charitable Solicitors Acts and regulations which require the auditing of accounts

and records. No position has been requested heretofore for this purpose. The present Chief of the Enforcement Branch previously performed the most complex audits which required professional accounting training. However with the general increase in enforcement actions and the promulgation of the Motor Vehicle and Salesmen Regulations he cannot keep abreast of this workload and properly supervise and direct the work of the Branch. There are presently 281 pending audits (not including new license applications pending processing) which amount to more than 1 year's work for an auditor. Thus all of the investigative work inherent in enforcement of the Finance Act and its related regulations cannot be absorbed.

2. Housing, $46,900

(a) Improvement of living and social conditions in the 2d precinct, $38,361

Position title	Number requested	Grade	Salary	Personnel benefits	Other costs	Total
Inspector	6	GS–7	$30,031	$2,345	$1,325	$33,701
Clerk-typist	1	GS–4	3,783	295	582	4,660
Total	7		33,814	2,640	1,907	38,361

Financial analysis

Personnel compensation	$33,814
Personnel benefits	2,640
Travel	1,620
Equipment	287
Total (general fund)	38,361

Restoration is requested of the six inspectors GS–7, and one clerk-typist, GS–4 positions for the Northwest urban renewal program. The Housing Division has been delegated the responsibility of housing code enforcement in this Districtwide coordinated effort to improve a large segment of the District of Columbia. The Urban Renewal Operations Committee with the approval of the District of Columbia Board of Commissioners requested the Department of Licenses and Inspections to provide decent and sanitary living conditions by enforcing the housing regulations in the sections which are not scheduled for total redevelopment for at least 15 to 20 years. The Department was further requested to assign 13 housing inspectors to the area in order to accomplish this mission within 5 years as its contributive share in the District's Northwest urban renewal effort. It was determined that a longer period would be less effective. Code enforcement on this basis will alleviate to a considerable degree the relocation problems generally associated with urban renewal projects.

The plans for Northwest urban renewal area necessitated a shift in the Housing Divisions' area conservation program schedule. Seven housing inspectors were assigned there on July 1, 1960. Six additional inspector positions are required so that the Department can meet its assigned responsibilities for housing improvement in the Northwest urban renewal area program. In addition one clerk-typist GS–4 position is required for processing records and providing other clerical assistance to the inspectors in this area.

(b) Area conservation, $8,539

Position title	Requested	Grade	Salary	Benefits	Costs	Total
Clerk-typists	2	GS–4	$7,567	$591	$381	$8,539

Financial analysis

Personnel compensation	$7,567
Personnel benefits	591
Equipment	381
Total (general fund)	8,539

Restoration is requested of two clerk-typist GS–4 positions. These positions are required for the clerical support of the seven new inspector positions approved by the House Committee on Appropriations; and for the sizable clerical workload emanating from area conservation actions. Housing inspection and enforcement of the regulations require a significant amount of clerical detail and processing. There is a definite ratio between inspection activity and clerical support. It must be recognized that the increased inspector force, in turn, generates increased clerical processing. In order to remain fairly current with the clerical workload, many hours of paid overtime were utilized in fiscal year 1961. It is anticipated that funds will not be available for overtime pay in fiscal year 1962. Therefore, to maintain the efficiency of the inspection force, two additional clerical positions are required.

3. Zoning, $6,000

Position title	Number requested	Grade	Salary	Personnel benefits	Other costs	Total
Inspector	1	GS–7	$5,366	$398	$236	$6,000

Financial analysis

Personnel compensation	$5,366
Personel benefits	398
Travel	150
Equipment	86
Total (general fund)	6,000

Restoration is requested of the zoning and occupancy inspector GS–7 position required for the Department's program to enforce the retroactive provisions of the 1961 District of Columbia building code. These are fire safety provisions which apply to approximately 18,000 buildings erected before March 8, 1946. A 10-year period was determined by the Board of Commissioners to be the maximum time that could be allowed for ensuring as much as possible the public's safety from existing fire hazards. A schedule of inspection has been established. It provides that the buildings potentially most dangerous will be inspected and necessary enforcement action taken with the first 5 years of the program. In order to accomplish this a total of three additional zoning and occupancy inspector positions are required. Two such positions have been allowed by the House Appropriation Committee. The extra workload cannot be absorbed by existing staff. The 1961 building code requires more detailed and complex inspections for all occupany actions than under the prior regulations.

E. METROPOLITAN POLICE, $390,000

1. *Administration, $30,266.*

(a) Audit-reconciliation of traffic violation notices, $25,266

Position title	Number requested	Grade	Salary	Personnel benefits	Other costs	Total
Clerk (typing)	4	GS–4	$16,189	$1,467		$17,656
Rental of business machines					$4,700	4,700
Office supplies					650	650
Office equipment					2,260	2,260
Total	4		16,189	1,467	7,610	25,266

Financial analysis

Personnel compensation	$16,189
Personnel benefits	1,467
Rents, communications, and utilities	4,700
Supplies and materials	650
Equipment	2,260
Total (general fund)	25,266

Following a management study to reevaluate the effectiveness of the system of issuing and receiving payment for traffic violation notices, the Management Office, District of Columbia, recommended a program of audit-reconciliation to provide a central control record which will account for the first, second, and third copies of all traffic violation notices issued. This program has also been recommended by the Internal Audit Office, District of Columbia, as necessary to establish accounting control over disposition of violation notices. In addition to the accounting functions of the program, audit-reconciliation will eliminate the present triplicate numerical sequence filing of violation notices and will substitute the principle of "batch" filing, thereby eliminating approximately 950,000 filing actions annually.

(b) Study of crime in the District of Columbia, $5,000—Financial analysis (general fund)

Other services $5,000

The purpose of this study is to find through a case-by-case examination exactly how felony charges are being processed, whether or not areas of laxness or weakness exist, and whether or not improvements can be recommended to insure an an overall tightening of law enforcement in the District. This review will examine the complete record, across agency lines, and will provide statistical data on the complete criminal process in the District. This data will then be reviewed by a committee appointed by the President of the Citizens' Crime Commission. That committee will analyze the data and prepare a report containing its conclusions and recommendations.

2. Prevention and detection of crime, $251,734

(a) Additional patrol force, $181,734

Position title	Number requested	Grade or class	Salary	Personnel benefits	Other costs	Total requested
Police private	41	1(a)	$158,938	$2,296		$161,234
Uniforms					$20,500	20,500
Total	41		158,938	2,296	20,500	181,734

Financial analysis

Personnel compensation	$158,938
Personnel benefits	2,296
Supplies	20,500
Total (general fund)	181,734

This department has, in recent years, experienced some difficulty in filling all authorized police positions. Because of that difficulty, this department, in November 1960, sent teams of police officials into areas of substantial labor surplus to conduct an extensive drive to recruit applicants from those areas. As a result, in May 1961, this department attained its full authorized strength and has operated at full strength since that time. In addition, from information received from the Civil Service Commission, this department estimates that there are more than sufficient applicants on the registers to fill all positions requested in these estimates. This request will provide restoration of 41 positions to provide in this program a total of 100 additional police positions on a 9-month basis. This total, together with 10 other positions requested for restoration, will bring the authorized strength of this department for 1962 to a total of 2,824, within 176 positions of the 3,000 minimum established by Public Law 87-60.

(b) Improved traffic enforcement, $8,200—Financial analysis

Supplies and material	$2,000
Equipment (2 vehicles)	6,200
Total (general fund)	8,200

This department has found the traffic radar to be an effective deterrent to speed violations in areas where it is being used and credits this program with having abated the previously upward trend of traffic accidents. The still too high rate of traffic accidents, coupled with the success already obtained in reducing accidents through use of radar, fully warrants expansion of this program.

(c) Patrol wagon for 14th precinct, $61,800

Position title	Number requested	Grade or class	Salary	Personnel benefits	Other costs	Total requested
Police private	10	1(a)	$51,600	$1,075		$52,675
Uniforms					$5,000	5,000
Purchase of patrol wagon					2,725	2,725
Operation of patrol wagon					1,400	1,400
Total	10		51,600	1,075	9,125	61,800

Financial analysis

Personnel compensation	$51,600
Personnel benefits	1,075
Supplies	6,400
Equipment	2,725
Total	61,800

From fiscal 1949 to fiscal 1960, nontraffic arrests of the 14th precinct increased from 2,326 to 6,305. During that same period, there has been a similar increase in all other factors of workload of that precinct as the number of residents has increased by 21 percent and business activity in the area has been built up. The 14th precinct presently shares a patrol wagon with the 11th precinct; however, the area covered by that wagon is 10 miles wide at its extreme end, consequently, it has become increasingly necessary to use scout cars for transportation of prisoners and other patrol wagon service, even though scout car workload is also at a peak. Restoration of this program will provide funds for a patrol wagon and operating crew for the 14th precinct.

3. Policemen's pension and relief, $108,000

Financial analysis

Other services	$108,000

This request is for restoration of funds contained in the base appropriation for 1962 which were disallowed by the House committee for outside medical service for policemen injured in the line of duty in conjunction with their direction in the Fire Department for abolishment of the Board of Police and Fire Surgeons as presently constituted, and transfer of the functions of that board to the District of Columbia General Hospital.

The medical and surgical care provided by the police and fire clinic is a fringe benefit of prime importance to the officers and members of this Department. To abolish those services would create a major morale problem within the Department. Aside from the morale factors involved, the personalized medical and surgical services provided by the police and fire clinic contribute to efficiency and economy of this Department by keeping the use of sick leave by officers and members at a minimum. For example, despite hazards of police work, the changing tours of duty, and the exposure to inclement weather, sick leave for officers and members of this Department during fiscal year 1960 averaged only 13 days per man. An increase of only 1 day in the average number of days sick leave taken by officers and members of the Metropolitan Police Department and the Fire Department would be more expensive in cost of salaries lost than the total $103,000 denied by the House for operation of the Board of Police and Fire Surgeons.

The $108,000 requested in this appropriation for outside medical services for officers and members of this Department is needed for payment of hospitalization costs, diagnostic services, and specialized medical services for officers and members of this Department injured in the performance of duty. Even assuming that the District of Columbia General Hospital can provide staff and facility for provision of these services, the reduction in this appropriation will become an expense to that agency and will not result in a savings to the District.

Public Safety

Activity	Appropriation				Number of positions			
	1962 estimate	House allowance	Requested restorations	Total Senate request	1962 estimate	House allowance	Requested restorations	Total Senate request
1. Office of Civil Defense, general fund	$98,000	$93,500		$93,500	1			
2. Office of Corporation Counsel	940,000	888,000	$52,000	940,000	9	2	7	9
General fund	(896,000)	(844,000)	(52,000)	(896,000)	(9)	(2)	(7)	(9)
Highway fund	(44,000)	(44,000)		(44,000)				
3. Department of Corrections, general fund	7,627,000	7,590,000		7,590,000	21	21		21
4. Courts, general fund	6,069,000	[1] 6,065,000		[1] 6,065,000	7	3		3
5. Fire Department, general fund	11,821,000	11,651,000	133,000	11,784,000	5	5		5
(Reduction in base)						(−4)	(+4)	
6. Department of Licenses and Inspections, general fund	2,867,000	2,765,000	72,400	2,837,400	32	18	13	31
7. Metropolitan Police	26,292,000	25,902,000	390,000	26,292,000	118	63	55	118
General fund	(26,181,000)	(25,791,000)	(390,000)	(26,181,000)	(118)	(63)	(55)	(118)
Motor vehicle parking fund	(111,000)	(111,000)		(111,000)				
8. National Guard, general fund	185,000	185,000		185,000				
Total appropriation and new positions	55,899,000	55,139,500	647,400	55,786,900	193	112	75	187
(Reductions in base)						(−4)	(+4)	
General fund	(55,744,000)	(54,984,500)	(647,400)	(55,631,900)	(193)	(108)	(79)	[2] (187)
Highway fund	(44,000)	(44,000)		(44,000)				
Motor vehicle parking fund	(111,000)	(111,000)		(111,000)				

[1] Includes an unbudgeted items of $25,000 for courts.
[2] Net positions, Public Safety.

Office of Civil Defense

Activity	Appropriation				Number of positions			
	1962 estimate	House allowance	Requested restorations	Total Senate request	1962 estimate	House allowance	Requested restorations	Total Senate request
1. Administration (general fund)	$98,000	$93,500		$93,500	1			

Office of the Corporation Counsel

Activity	Appropriation				Number of positions			
	1962 estimate	House allowance	Requested restorations	Total Senate request	1962 estimate	House allowance	Requested restorations	Total Senate request
1. Legal services	$940,000	$888,000	$52,000	$940,000	9	2	7	9
General fund	(896,000)	(844,000)	(52,000)	(896,000)	(9)	(2)	(7)	(9)
Highway fund	(44,000)	(44,000)		(44,000)				

Department of Corrections

Activity	Appropriation				Number of positions			
	1962 estimate	House allowance	Requested restorations	Total Senate request	1962 estimate	House allowance	Requested restorations	Total Senate request
1. Executive direction	$64,550	$64,550		$64,550				
2. Custody and care	5,503,673	5,466,673		5,466,673	18	18		18
3. Maintenance and operation	1,358,777	1,358,777		1,358,777	3	3		3
4. Support of District prisoners in Federal institutions	700,000	700,000		700,000				
Total appropriation and new positions (general fund)	7,627,000	7,590,000		7,590,000	21	21		21

Courts

Activity	Appropriation				Number of positions			
	1962 estimate	House allowance	Requested restorations	Total Senate request	1962 estimate	House allowance	Requested restorations	Total Senate request
1. Juvenile court	$787,000	$758,300		$758,300	6	2		2
2. Municipal court	1,719,300	1,719,300		1,719,300	1	1		1
3. Municipal court of appeals	182,000	182,000		182,000				
4. Tax Court	39,200	39,200		39,200				
5. U.S. courts	3,341,500	[1] 3,366,200		[1] 3,366,200				
Total appropriation and new positions (general fund)	6,069,000	[1] 6,065,000		[1] 6,065,000	7	3		3

[1] Includes an unbudgeted item of $25,000 for U.S. courts.

Fire Department

Activity	Appropriation				Number of positions			
	1962 estimate	House allowance	Requested restorations	Total Senate request	1962 estimate	House allowance	Requested restorations	Total Senate request
1. Administration	$397,000	$397,000		$397,000				
2. Fire fighting	7,868,000	7,831,000		7,831,000				
3. Fire prevention	303,000	303,000		303,000	5	5		5
4. Apparatus maintenance	221,000	221,000		221,000				
5. Training	53,000	53,000		53,000				
6. Police and fire medical service	128,000	25,000	$103,000	128,000				
(Reduction in base)						(−4)	(+4)	
7. Firemen's pensions and relief	2,851,000	2,821,000	30,000	2,851,000				
Total, appropriation and new positions (general fund)	11,821,000	11,651,000	133,000	11,784,000	5	5		5
(Reduction in base)						(−4)	(+4)	

Department of Licenses and Inspections

Activity	Appropriation				Number of positions			
	1962 estimate	House allowance	Requested restorations	Total Senate request	1962 estimate	House allowance	Requested restorations	Total Senate request
1. Administration	$276,700	$269,000		$269,000				
2. Inspection	1,161,200	1,150,000		1,150,000	8	8		8
3. Licenses and permits	340,800	321,000	19,500	340,500	3		3	3
4. Housing	794,500	744,000	46,900	790,900	16	7	9	16
5. Zoning	181,100	169,000	6,000	175,000	5	3	1	4
6. Condemnation of insanitary buildings	112,700	112,000		112,000				
Total appropriation and new positions (general fund)	2,867,000	2,765,000	72,400	2,837,400	32	18	13	31

Metropolitan Police

Activity	Appropriation				Number of positions			
	1962 estimate	House allowance	Requested restorations	Total Senate request	1962 estimate	House allowance	Requested restorations	Total Senate request
1. Administration	$483,000	$452,734	$30,266	$483,000	7	3	4	7
2. Prevention and detection of crime	20,443,000	20,191,266	251,734	20,443,000	111	60	51	111
3. Policemen's pension and relief	5,366,000	5,258,000	108,000	5,366,000				
Total appropriation and new positions (general fund)	26,292,000	25,902,000	390,000	26,292,000	118	63	55	118
General fund	(26,181,000)	(25,791,000)	(390,000)	(26,181,000)	(118)	(63)	(55)	(118)
Motor vehicle parking fund	(111,000)	(111,000)		(111,000)				

National Guard

Activity	Appropriation				Number of positions			
	1962 estimate	House allowance	Requested restorations	Total Senate request	1962 estimate	House allowance	Requested restorations	Total Senate request
1. Administration (general fund)	$185,000	$185,000		$185,000				

EDUCATION

OPERATING EXPENSES

(P. 5, line 6)

(House hearings, p. 349)

Appropriation, 1961	$51,652,700
Estimate, 1962	54,508,000
House allowance, 1962 (reduction of $637,200)	53,870,800

AMENDMENT REQUESTED

Page 5, line 6, strike out "$53,870,800" and insert in lieu thereof "$54,371,500" or an increase of $500,700 in the appropriation.

Application of House reductions (by activities and funds)

Standard classification	Estimate 1961	Estimate 1962	Amount recommended by House	Increase(+) or decrease (−), bill compared with estimate	Amount of restoration requested in Senate
General administration	$1,322,700	$1,356,700	$1,331,600	−$25,010	+$7,575
Supervision and instruction	35,383,913	36,868,500	36,457,500	−411,000	+336,970
District of Columbia Teachers College	1,441,100	1,464,900	1,452,200	−12,700	+12,700
Vocational education, George-Barden program	573,657	574,100	569,000	−5,100	----------
Operation of buildings and grounds and maintenance of equipment	6,632,820	6,916,000	6,800,000	−116,000	+76,255
Repairs and maintenance of buildings and grounds	1,682,000	1,818,000	1,775,000	−43,000	+43,000
Teachers' retirement and annuity fund	4,025,000	4,744,500	4,744,500	----------	----------
Elementary school lunch program	427,660	599,200	575,000	−24,200	+24,200
National defense education program	163,850	166,100	166,000	−100	----------
Total estimate or appropriation (general fund)	51,652,700	54,508,000	53,870,800	−637,200	+500,700

HOUSE REPORT

"EDUCATION

"For the educational system of the District of Columbia, the committee recommends an appropriation of $53,870,800. This is $637,200 below the budget estimate but $2,218,100 above the 1961 appropriation.

"For the first time in a number of years the committee received testimony from certain individuals and representatives of organizations protesting the inclusion in the public school budget of funds for what they termed 'frills' which included such items as remedial services, counselors, large testing programs, smaller class sizes, etc. These witnesses wanted a return to the fundamental purpose of the public school system—to teach the child. Too often educational budgets are focused only on the desire for additional teachers, supervisors, assistant principals and directors, and other administrative personnel of the school system, and not on the needs of the children. The committee supports the premise that the basic objective of the public school system is to teach the child, not to provide employment for teachers, counselors, psychologists, lay readers, librarians and other similar occupations.

"THE AMIDON PLAN

"The present Superintendent of Schools, Dr. Carl F. Hansen, has developed during the past year what is known locally—it is already receiving national attention—as the Amidon plan.

"The 11 points of the plan appear to the committee as a proposal on the part of the public school system to return to the teacher the authority and responsibility for the training of children in the classroom and to the teaching of the fundamental subjects in education. If this is true, as the committee believes it is, there should be a lessening in the demand for what some people call the frills of our educational system.

"The 11 points of the Amidon plan are printed in full on page 395 of the hearings and are summarized as follows:

"1. A system of phonics will be used to teach beginning and developmental reading.

"Emphasis on reading instruction will be stepped up.

"2. Primary time will be programed for these basic subjects: reading, writing, spelling, speech, arithmetic, science, geography, and history.

"3. These subjects will be taught with basic texts for each pupil.

"4. The main lessons will be given to large groups. Special needs will be scheduled for small groups or individual attention. The teacher will instruct, not simply hear recitations.

"5. U.S. geography will be taught systematically in the fourth grade.

"6. U.S. history will be taught chronologically in the fifth grade.

"7. World geography will be taught systematically in the sixth grade.

"8. Instruction will include much preparation of papers to be checked and returned to pupils for correction.

"9. Extensive instruction in speech and composition will be included in each grade level. This will include choral reading, memorization of poetry, and creative writing.

"10. The grammar of the sentence will be taught systematically beginning in the fourth grade. The structure of the sentence will be studied with much care.

"11. An increasing amount of attention will be given to the development of curriculum specifics in such form as flow charts for mathematics and English. Children will learn supposedly more difficult material at earlier stages in their development.

"The committee is impressed with the objective of this new educational philosophy of our public school system and has made available $157,000 of fiscal year 1961 funds which otherwise would have returned to the District Treasury at the end of the fiscal year for the purchase of books and charts to implement the Amidon plan this coming school year in as many elementary schools as possible and further directs that of the funds approved for fiscal year 1962 not less than $128,000 shall be used to furnish necessary books and supplies to all schools not covered by the original allocation.

"The committee has received testimony in prior years and again this year relative to the poor physical condition of Hine Junior High School. Although the Board of Education has requested funds numerous times in the past to replace Hine School the Commissioners have denied each request. In view of the poor physical condition of the greater portion of the present facility, the committee recommends that the Board of Education take such steps as may be necessary to change the boundary lines of the Randall and Jefferson Junior High Schools to permit these two schools to absorb the student population of Hine Junior High. In addition, the Board should consider the transfer of the present boys' junior-senior high school activity, which has an enrollment of 31 students, from Randall to the more modern portion of Hine Junior High which was constructed in 1928. This procedure would restore the 300 pupil places which have been assigned to the boys' school and would increase the capacity of Randall School to approximately 1,291, thereby enabling Randall and Jefferson Schools to handle the student population of Hine which would be transferred to the two schools.

"For the administration activity the committee has approved two positions for the Finance Office but has denied the request for four other positions in this activity.

"For the supervision and instruction activity the committee recommends the following increases to provide a total of $36,457,500 during fiscal year 1962:

Teaching service	$842,000
Supervisory service	60,000
Clerical and secretarial service	12,000
Textbooks and supplies	80,000
Increase	994,000

"For the District of Columbia Teachers College the committee recommends $1,452,200. The committee has not approved the request for two counselor positions in the laboratory schools.

"The committee has not approved the requested increase of $5,100 to finance one new teaching position for the George-Barden program in practical nursing.

"For operation of buildings and grounds the budget proposed an appropriation of $6,916,000. The committee has allowed $6,800,000, a reduction of $116,000

in the estimate, but an increase of approximately $170,000 over the 1961 appropriation.

"The budget proposed an increase of $136,000 for repairs and maintenance of buildings and grounds. The committee recommends an increase of $93,000 to provide a total of $1,775,000 for this purpose.

"The elementary school lunch program requested $599,200 and the committee recommends $575,000, a reduction of $24,200 but an increase of approximately $150,000 in the 1961 appropriation. The increase will provide lunches for approximately 6,650 needy children during the coming school year."

JUSTIFICATION

The increases requested are as follows:

A. General administration	$7,575
B. Supervision and instruction	336,970
C. District of Columbia Teachers College	12,700
D. Operation of buildings and grounds and maintenance of equipment	76,255
E. Repairs and maintenance of buildings and grounds	43,000
F. Elementary school lunch program	24,200
Total	500,700

A. GENERAL ADMINISTRATION

Administration of buildings and grounds, $7,575

Position title	Number requested	Grade or class	Salary	Personnel benefits	Total requested
Custodial field supervisor	1	GS-10	$7,010	$565	$7,575

Financial analysis

Personnel compensation	$7,010
Personnel benefits	565
Total (general fund)	7,575

At present there are three custodial field supervisors working under the superintendent of building operations. These employees are supposed to inspect the school system's 194 buildings carefully twice a month in order to determine the condition of each building and the need for any repairs or other maintenance work. However, because of other pressing duties it is physically impossible for one man to visit 64 or 65 buildings this often; consequently, many of the buildings are not adequately inspected. Funds for a fourth field supervisor are urgently needed so that each man's quota may tbe reduced to approximately 48 buildings.

B. SUPERVISION AND INSTRUCTION, $336,970

1. Teaching service in elementary schools, $95,646

Position title	Number requested	Grade or class	Salary	Personnel benefits	Related substitute service	Total requested
Teachers, grades 1 to 6	17	18	$85,850	$2,262	$2,387	$90,499
Teachers, science	1	18	5,050	97		5,147
Total	18		90,900	2,359	2,387	95,646

Financial analysis

Personnel compensation	$93,287
Personnel benefits	2,359
Total (general fund)	95,646

Seventeen additional teachers will be needed to bring the pupil-teacher ratio in grades 1 to 6 down to approximately 30.5 to 1 in 1961–62. Without these teachers the ratio will be about 30.9 to 1, which is almost 1 pupil per teacher above the standard of 30.0 to 1 approved by the Board of Education. It is considered of primary importance that the Board's standard be attained in 1962–63, but in view of the projected increase in pupil population, this goal may be difficult or impossible to reach in that year unless substantial progress can be made in 1961–62.

In addition, one new teaching position in elementary school science is needed because of recent and prospective extensions of the curriculum in this field. It has been necessary to assign one of the present science teachers full time to the recently opened school planetarium, and the remaining teachers must now spend time in giving pupils some background in astronomy before they visit the planetarium. Other activities requiring additional staff time include the instruction of pupils in the fundamentals of atomic theory and the instruction of regular classroom teachers in the use and care of new science equipment obtained under the national defense education program. Such extensions of service cannot be provided adequately without an increase in the science teaching staff.

Substitute teaching service should be provided at the rate of 7 days annually for each new full-time position in regular classes.

2. Teaching service in junior high schools, $73,966

Position title	Number requested	Grade or class	Salary	Personnel benefits	Related substitute service	Total requested
Teachers, regular academic and art classes	14	18	$70,700	$937	$2,329	$73,966

Financial analysis

Personnel compensation	$73,029
Personnel benefits	937
Total (general fund)	73,966

The pupil ratio in junior high school academic classes should be reduced as rapidly as possible to the Board of Education's approved standard of 25 to 1. Without the 14 additional positions eliminated by House action, it will be possible only to reduce the ratio from 27.2 to 1 in 1960–61 to about 26.9 to 1 in 1961–62. With these 14 positions restored, the ratio will be lowered to approximately 26.4. Because of the way in which teachers and pupils are organized in the junior high schools, it will be necessary to attain a pupil-teacher ratio of 25 to 1 in academic subjects in order to have an average class size of approximately 30 pupils in these subjects. At present the average class size is considerably above 30 and creates an unsatisfactory teaching situation.

Substitute teaching service will be needed at the rate of 7 days annually for each new full-time position in regular classes.

3. Teaching service in summer schools, $28,330

	Salary	Personnel benefits	Total requested
Teachers (part-time)	$27,876	$454	$28,330

Financial analysis

Personnel compensation	$27,876
Personnel benefits	454
Total (general fund)	28,330

The present summer school program has been remarkably successful in eliminating or reducing deficiencies in reading and arithmetic among those pupils who could be admitted to the program. Unfortunately, the funds now available are sufficient to accommodate fewer than half of the children who need remedial

instruction in the basic skills. Money is requested to provide such instruction for approximately 1,400 additional pupils. This amount will permit the employment of 52 more part-time teachers during the usual summer term of 6 weeks. Such an expansion of the summer program will not only provide urgently needed service to children, but will result in a better utilization of school buildings and equipment.

4. Counseling service in elementary schools, $63,891

Position title	Number requested	Grade or class	Salary	Personnel benefits	Total requested
Counselors	10	18	$63,160	$731	$63,891

Financial analysis

Personnel compensation	$63,160
Personnel benefits	731
Total (general fund)	63,891

The need for professionally trained counselors in the elementary schools is urgent. The school system is increasing the emphasis on meeting the individual needs of each child, and has expanded its testing program to help in the diagnosis of achievement and behavior difficulties. The regular class teacher is responsible for trying to solve the problems of her pupils in the area of scholastic achievement, but she cannot do this successfully and also give adequate consideration to emotional and personality problems. The Department of Pupil Appraisal and other agencies provide basic diagnostic services and make recommendations in many cases, but no school can make full use of these services without the help of a counselor—a specialist trained in child guidance procedures who can work directly with individual pupils, teachers, and parents.

5. Counseling service in senior high schools, $19,154

Position title	Number requested	Grade or class	Salary	Personnel benefits	Total requested
Counselors, senior high school	2	18	$12,632	$153	$12,785
Counselor, followup study	1	18	6,316	53	6,369
Total	3		18,948	206	19,154

Financial analysis

Personnel compensation	$18,948
Personnel benefits	206
Total (general fund)	19,154

The two counselor positions requested for the new Ballou High School correspond to existing positions in each of the other senior high schools. They should have been included in the 1961 budget but were inadvertently omitted. If the funds for these positions are not provided in 1962, it will be necessary to keep two regular teaching positions "frozen" and to continue using their salaries for the employment of counselors on a temporary basis for another year.

In March 1960 the use of funds on a temporary basis was authorized for the purpose of starting a followup study of high school graduates. This study has proved very fruitful and should be continued as a means of appraising and improving both the curriculum and the counseling service of the senior high schools. Funds are therefore sought to establish a permanent counselor position for carrying on such a study each year. The school system can ill afford to have this service discontinued.

6. Supervisory service in junior high schools, $25,118

Position title	Number requested	Grade or class	Salary	Personnel benefits	Total requested
Assistant principals	3	12-B	$24,834	$284	$25,118

Financial analysis

Personnel compensation	$24,834
Personnel benefits	284
Total (general fund)	25,118

Each junior high school with a pupil membership over 800 must have 2 assistant principals in order to function as it should. At present 12 schools of this size are so staffed, while 7 others have only one assistant principal each. The latter are seriously handicapped in the supervision of new and inexperienced teachers, and in meeting increasingly complex problems of pupil organization and guidance. It is urged that funds be provided in 1962 for the second assistant principal in three of these schools, and that the remaining schools with more than 800 pupils be adequately staffed in 1963 or 1964.

7. Supervisory service for all school levels, $16,945

Position title	Number requested	Grade or class	Salary	Personnel benefits	Total requested
Supervising director	1	8-B	$9,138	$114	$9,252
Assistant director	1	15-B	7,633	60	7,693
Total	2		16,771	174	16,945

Financial analysis

Personnel compensation	$16,771
Personnel benefits	174
Total (general fund)	16,945

It is extremely urgent that funds be provided for two new positions in the Curriculum Department. Major emphasis is being placed upon curriculum revision and new course-of-study construction, with special reference to the needs of children at different ability levels. Accordingly, a supervising director should be employed to help coordinate the citywide curriculum program, to give advisory service to course-of-study production committees, and to carry out the exacting responsibilities of editing and publishing official curriculum documents. The officer also should be given the primary responsibility for curriculum production on the elementary school level. These duties are too extensive and too detailed to be handled by the director of the department alone, and there is no subordinate officer to whom they can be delegated at present.

In addition, because the work of curriculum production from initial planning to printed product is very exacting and time-consuming, the supervising director will need an assistant director who is skilled in writing, editing, and designing printed materials. This officer also will be expected to develop and maintain a curriculum laboratory and library for the use of working committees and individual teachers, and will be responsible for reviewing curriculum studies made elsewhere, conducting needed new research, and seeing to it that research findings are adequately disseminated and wisely used.

8. Clerical and secretarial service in regular day schools, $4,370

Position title	Number requested	Grade or class	Salary	Personnel benefits	Total requested
Secretary	1	GS-4	$4,056	314	$4,370

Financial analysis

Personnel compensation	$4,056
Personnel benefits	314
Total (general fund)	4,370

In an earlier paragraph a plea was made for restoration of funds to employ a permanent counselor for the followup study of District of Columbia high school graduates on a continuing basis. If this plea is granted, a clerical assistant will be needed to enable the counselor to function efficiently.

9. Clerical and secretarial service in departmental offices, $4,370

Position title	Number requested	Grade or class	Salary	Personnel benefits	Total requested
Clerk-stenographer	1	GS-4	$4,056	$314	$4,370

Financial analysis

Personnel compensation	$4,056
Personnel benefits	314
Total (general fund)	4,370

One of the school system's most critical needs for more clerical help exists in the Department of Elementary School Supervision and Instruction. This department now has only one clerk to serve the director, six supervising directors, and nine supervisors. The situation forces the officers involved to do an excessive amount of clerical work themselves and to spend too little of their time in visiting schools, observing the work of teachers, and conferring with teachers and principals. These are the duties for which supervisory personnel are employed, and it would be poor economy to prevent their proper performance by failing to provide funds for the additional clerk requested.

10. Education of handicapped children in outside institutions, $5,180.—Financial analysis.

Other services (tuition) (general fund)	$5,180

The amount of increase requested for this purpose is small, but it is felt that the school system should not be expected to absorb this additional cost in view of information received since the 1962 budget estimates were submitted to Congress. The school system recently was notified that the tuition rate per pupil at the Maryland School for the Blind will increase from $1,200 to $1,500 in September 1961. The number of District children expected to seek admission to that institution in 1961–62 is 35, and if all of these were to be admitted the cost would exceed the 1962 budget estimate by $10,500. Consequently, it is urged that the amount disallowed by the House be restored.

C. DISTRICT OF COLUMBIA TEACHERS COLLEGE

Counseling service, $12,700

Position title	Number requested	Grade or class	Salary	Personnel benefits	Total requested
Counselors	2	18	$12,632	$68	$12,700

Financial analysis

Personnel compensation	$12,632
Personnel benefits	68
Total (general fund)	12,700

The justification for a permanent counselor position at each of the two laboratory schools is even more compelling than that for the establishment of such positions in the other elementary schools. Because the laboratory schools are demonstration and practice centers for student teachers, it is essential that the

principals and regular teachers be given special assistance with pupils who have serious emotional or behavior problems. Since both schools draw their memberships from the surrounding neighborhoods, they have their share of children with personality maladjustments, and these must be cared for without impairing the primary functions of teaching and learning in the basic subjects. In addition, the laboratory schools should set an example for other schools in the system with respect to methods of handling pupil problems of all kinds.

Since September 1959 both schools have had the services of temporary counselors financed with the salaries of two vacant college teaching positions. These services have been invaluable, and have demonstrated beyond any reasonable doubt the desirability of their being continued on a permanent basis. They will have to be discontinued, however, unless the requested funds for permanent counselors are restored.

D. OPERATION OF BUILDINGS AND GROUNDS AND MAINTENANCE OF EQUIPMENT, $76,255

1. Engineering and custodial services, $19,176

Position title	Number requested	Grade or class	Salary	Personnel benefits	Total requested
Laborers	12	WBR-2	$17,637	$1,539	$19,176

Financial analysis

Personnel compensation	$17,637
Personnel benefits	1,539
Total (general fund)	19,176

The funds allowed will permit the employment of an engineer-custodian and an assistant engineer-custodian for each of two new elementary schools expected to open in 1961–62, but will not provide the laborers normally included in the staffing of new buildings and additions. Failure to provide these laborers would make it very difficult or impossible to care properly for the facilities involved These new facilities and the number of laborers required in each are as follows:

Houston Elementary School	4
Watkins Elementary School	4
Barnard Elementary School addition	2
Kenilworth Elementary School addition	1
Deal Junior High School addition	1
Total	12

2. Operational supplies and utility services, $12,902

	Total requested
Custodial supplies	$6,641
Fuel	6,261
Total	12,902

Unless the funds requested for fuel and custodial supplies in new buildings are provided in full, there is a possibility that one or more buildings will be inadequately heated or poorly cared for, or both. It is true that in recent years the money available for fuel (heating) has exceeded the need by a small margin, but this excess has been more than offset by a shortage of funds allotted to gas and electricity. It is therefore not safe to count on the absorption of additional fuel costs within the appropriation already provided. This warning is equally applicable with respect to the cost of additional custodial supplies.

The item of custodial supplies to match the expected growth in pupil population is amply justified by experience. There is no doubt that past increases in the number of pupils have required the use of more supplies to keep the buildings clean and in good operating condition.

3. Repair and replacement of furniture and equipment, $28,306

Position title	Number requested	Grade or class	Salary	Personnel benefits	Other costs	Total requested
Window-shade mechanic	1	WBR-12	$5,034	$381		$5,415
Window-shade helper	1	WBR-5	4,035	359		4,394
Window-shade materials					$250	250
Furniture and equipment replacement					16,984	16,984
Repairs to equipment					1,263	1,263
Total	2		9,069	740	18,497	28,306

Financial analysis

Personnel compensation	$9,069
Personnel benefits	740
Other services	1,263
Supplies and materials	250
Equipment	16,984
Total (general fund)	28,306

As in the case of custodial supplies, the need for repair and replacement of furniture and equipment in general is definitely related to the number of pupils enrolled. This relationship has been established and accepted, and to ignore it now would be taking a backward step. It is therefore urged that the 1962 appropriation be made large enough to cover the original requests for equipment repair and replacement, which reflected the pupil membership increase expected to occur in 1961–62.

It is also strongly urged that funds be made available for another mechanic and helper to repair and replace badly worn or broken window shades in school buildings. Classrooms throughout the city can be kept attractive and adequately protected from sunglare only if additional window-shade service is provided. In 1959 the present window-shade team, assisted by two furniture repairmen on special assignment for 2 weeks, was able to meet the requests for shade repairs or replacements in only 101 of the 164 buildings which submitted such requests. It is not practicable to continue using furniture repairmen in this work, because this delays needed repairs to furniture and in the long run will require excessive furniture replacements. To care for the existing backlog and meet current demands, the present window-shade staff of two men must be doubled.

4. Transportation service, $15,871

	Number requested	Grade or class	Salary	Personnel benefits	Other costs	Total requested
Relief chauffeur, transportation of handicapped children.	1	WBR-6	$4,181	$369		$4,550
Driver, transportation of materials.	1	WBR-5	4,035	360		4,395
Laborer, transportation of materials.	1	WBR-3	3,598	328		3,926
Vehicle, transportation of materials.					$3,000	3,000
Total	3		11,814	1,057	3,000	15,871

Financial analysis

	Total requested
Personnel compensation	$11,814
Personnel benefits	1,057
Equipment	3,000
Total (general fund)	15,871

An additional relief driver is critically needed to maintain essential transportation services during the absence of regular drivers. It is especially important to provide uninterrupted service for severely handicapped children. During the first 8 months of school in 1959–60, absence among the regular drivers totaled

147 days, more than half of which occurred among the drivers of vehicles transporting handicapped pupils. Sometimes two or more drivers are absent on the same day. The situation will be more serious in 1961–62, with additional regular drivers and vehicles serving handicapped children and transporting bag lunches to needy children in the elementary schools. Unless another relief man can be employed, the transportation program cannot continue to operate without serious impairment of school services for many pupils.

Also urgently requested are funds to purchase a truck and to employ a driver and a laborer for the transportation of educational and psychological tests to and from the schools. At present this service is provided by vehicles and personnel engaged primarily in the delivery of instructional supplies and equipment. With the recent growth in pupil population and expansion of the citywide testing program, the existing facilities for transporting materials are wholly inadequate. The total load on these facilities is now so great that, if tests are to be delivered according to scheduled deadlines, the distribution of needed teaching materials must be unduly delayed.

E. REPAIRS AND MAINTENANCE OF BUILDINGS AND GROUNDS, $43,000

Financial analysis

Other services (building repair and maintenance) (general fund)..... $43,000

Restoration of this amount is imperative if the building maintenance program is to recover fully from the losses suffered since June 1958 through price and wage increases which have reduced the purchasing power of the school maintenance dollar. Such losses have affected practically all types of maintenance service, including general repairs, roofing, heating, plumbing, painting, glazing, and electrical work. They are strikingly illustrated by the present status of the school painting program. Formerly it was possible to repaint each building approximately every 5 years, but now this work can be done not oftener than every 7 or 8 years because of higher costs.

During the past several years the prices of materials have increased at least 5 percent, and workers in the building trades have received wage increases totaling more than 18 percent. Additional funds were provided in 1961 to partially offset this inflationary trend, but the full amount requested for 1962 will be needed to provide the level of maintenance service formerly achieved and still considered absolutely essential for efficient operation and adequate preservation of the public school plant.

F. ELEMENTARY SCHOOL LUNCH PROGRAM, $24,200

Position title	Salary	Personnel benefits	Other costs	Total requested
Part-time employees	$17,745	$1,153	----------	$18,898
Culinary equipment	----------	----------	$5,302	5,302
Total	17,745	1,153	5,302	24,200

Financial analysis

Personnel compensation	$17,745
Personnel benefits	1,153
Equipment	5,302
Total (general fund)	24,200

Restoration of this amount is urgently needed in order to make sure that free lunches can be properly served to all of the 6,650 elementary schoolchildren who are expected to require them in 1961–62. The House of Representatives has allowed sufficient funds for the preparation of lunches and for their transportation to the schools concerned, but has not allowed enough for refrigeration facilities or for part-time employees to relieve teachers of the task of serving the lunches and supervising the children who receive them. Lack of adequate refrigeration would make it necessary to serve fewer lunches than will be needed, while a shortage of assistance during the lunch period would place an undue burden upon busy teachers and principals. It is requested, therefore, that the amounts originally proposed for culinary equipment and for part-time employees be provided in full.

Education

Activity	Appropriation				Number of positions			
	1962 estimate	House allowance	Requested restorations	Total Senate request	1962 estimate	House allowance	Requested restorations	Total Senate request
1. Administration	$1,356,700	$1,331,600	$7,575	$1,339,175	6	2	1	3
2. Supervision and instruction	36,868,500	36,457,500	336,970	36,794,470	226	167	52	219
3. District of Columbia Teachers College	1,464,900	1,452,200	12,700	1,464,900	4	2	2	4
4. Vocational education—George-Barden program	574,100	569,000		569,000	2	1		1
5. Operation of buildings and grounds and maintenance of equipment	6,916,000	6,800,000	76,255	6,876,255	33	7	17	24
6. Repairs and maintenance of buildings and grounds	1,818,000	1,775,000	43,000	1,818,000				
7. Teacher's retirement and annuity fund	4,774,500	4,744,500		4,744,500				
8. Elementary school lunch program	599,200	575,000	24,200	599,200	1	1		1
9. National defense education program	166,100	166,000		166,000				
Total appropriation and new positions (general fund)	54,508,000	53,870,800	500,700	54,371,500	272	180	72	252

PARKS AND RECREATION

Operating expenses

(P. 5, line 21)

(House hearings, pp. 634, 1097, and 1105)

Appropriation, 1961	$7,638,600
Estimate, 1962	8,216,000
House allowance, 1962 (reduction of $235,600)	7,980,400

AMENDMENT REQUESTED

Page 5, line 21, strike out "$7,980,400" and insert in lieu thereof "$8,005,500", or an increase of $25,000 in the appropriation.

Application of House reductions (by activities and funds)

Standard classification	Estimate, 1961	Estimate, 1962	Amount recommended by House	Increase (+) or decrease (−), bill compared with estimate	Amount of restoration requested in Senate
National Capital Parks	$3,386,000	$3,505,000	$3,414,700	−$90,300	
General fund	(3,361,000)	(3,480,000)	(3,389,700)	(−90,300)	
Highway fund	(25,000)	(25,000)	(25,000)		
National Zoological Park (general fund)	1,286,000	1,367,000	1,350,800	−16,200	
Recreation Department (general fund)	2,966,600	3,344,000	[1] 3,214,900	−129,100	+$25,600
Total estimate or appropriation	7,638,600	8,216,000	[1] 7,980,400	−235,600	+25,000

ANALYSIS BY FUNDS

General fund	$7,613,600	$8,191,000	$7,955,400	−$235,600	+$25,000
Highway fund	25,000	25,000	25,000		
Total estimate or appropriation	7,638,600	8,216,000	[1] 7,980,400	−235,600	+25,000

[1] Includes $21,813 unbudgeted item for Recreation Department.

HOUSE REPORT

"PARKS AND RECREATION

"This new appropriation item is a consolidation of three items and an appropriation of $7,980,400 is recommended. This is a reduction of $235,600 in the estimate but $341,800 above the 1961 appropriation.

"*National Capital Parks.*—The recommended appropriation of $3,414,700 for this item is $28,700 above the 1961 appropriation but $90,300 below the 1962 estimate. The budget proposed an expansion of the tree care program, but in view of the District's limited finances the committee felt this item could be very easily deferred.

"*National Zoological Park.*—For the operation of the zoo an appropriation of $1,350,800 is recommended. This is a reduction of $16,200 in the estimate but $64,800 above the 1961 appropriation. The committee has approved 8 of the 10 positions requested.

"*Recreation Department.*—The committee recommends an appropriation of $3,214,900 for the Department. The recommended amount is $129,100 below the estimate but $248,300 above the 1961 appropriation and will provide for a modest expansion of the recreation program in the District. Included in the recommended appropriation are funds to finance three additional roving leader positions."

JUSTIFICATION

The increase requested is as follows:

A. RECREATION DEPARTMENT

1. Improvement of living and social conditions in the 2d precinct, $25,000

Position title	Number requested	Grade	Salary	Personnel benefits	Other costs	Total
Recreation leader	1	GS-5	$4,347	$340		$4,687
Part-time leadership			11,169	1,008		12,177
Custodial assistance			6,441	419		6,860
Telephone					$175	175
Recreational supplies					1,101	1,101
Total	1		21,957	1,767	1,276	25,000

Financial analysis

Personnel compensation	$21,957
Personnel benefits	1,767
Rents, communications, and utilities	175
Supplies and materials	1,101
Total	25,000

Within this area the Recreation Department operates 4 year-round centers and 2 evening centers (Garrison Elementary School, John L. Young, Garnet-Patterson, Bundy, Terrell, and John F. Cooke) with the equivalent of 10.4 full-time leaders. The proposed increase would add 3.23 leaders, permit opening one more school building and grounds and add sufficient school custodial salaries to open the evening centers two more evenings each week. These added services would increase attendance and participation by an estimated 40 percent and bring the total in this area to approximately 469,000 per year.

The recreation system plan, prepared by the National Capital Planning Commission and used as a guide by the Recreation Department for its operations, calls for 1 acre of supervised recreation space for each 1,000 inhabitants. The 1960 census estimates the population in this area at 29,000. Thus 29 acres of play space would be needed to meet this standard. The units presently operated contain only 6.6 acres. Thus, this section of the city is most inadequately served. The additional space at Garrison School, at which the Department hopes to operate, would be a negligible increase. However, through more intensive service at all play areas the Department hopes to at least partially correct the obvious deficiency of facilities.

Parks and recreation

Activity	Appropriation				Number of positions			
	1962 estimate	House allowance	Requested restorations	Total Senate request	1962 estimate	House allowance	Requested restorations	Total Senate request
1. National Capital parks	$3,505,000	$3,414,700		$3,414,700	10			
General fund	(3,480,000)	(3,389,700)		(3,389,700)				
Highway fund	(25,000)	(25,000)		(25,000)				
2. National Zoological Park, general fund	1,367,000	1,350,800		1,350,800	10	8		8
3. Recreation Department, general fund	3,344,000	[1] 3,214,900	$25,000	[1] 3,239,900	12	[1] 8	1	9
Total appropriation and new positions	8,216,000	7,980,400	25,000	8,005,400	32	16	1	17
General fund	(8,191,000)	(7,955,400)	(25,000)	(7,980,400)	(32)	(16)	(1)	(17)
Highway fund	(25,000)	(25,000)		(25,000)				

[1] Includes an unbudgeted item for 3 GS–9 roving leader supervisors, cost of $21,813.

National Capital parks

Activity	Appropriation				Number of positions			
	1962 estimate	House allowance	Requested restorations	Total Senate request	1962 estimate	House allowance	Requested restorations	Total Senate request
1. Maintenance, repair, and operation	$2,810,720	$2,720,420		$2,720,420	10			
2. U.S. Park Police	694,280	694,280		694,280				
Total appropriation and new positions	3,505,000	3,414,700		3,414,700	10			
General fund	(3,480,000)	(3,389,700)		(3,389,700)	(10)			
Highway fund	(25,000)	(25,000)		(25,000)				

National Zoological Park

Activity	Appropriation				Number of positions			
	1962 estimate	House allowance	Requested restorations	Total Senate request	1962 estimate	House allowance	Requested restorations	Total Senate request
1. Administration	$132,700	$132,700		$132,700	1	1		1
2. Animal Department	546,900	546,360		546,360	4	4		4
3. Mechanical Department	435,700	420,040		420,040	5	3		3
4. Police Department	191,400	191,400		191,400				
5. Grounds Department	60,300	60,300		60,300				
Total appropriation and new positions (general fund)	1,367,000	1,350,800		1,350,800	10	8		8

Recreation Department

Activity	Appropriation				Number of positions			
	1962 estimate	House allowance	Requested restorations	Total Senate request	1962 estimate	House allowance	Requested restorations	Total Senate request
1. Administration	$178,978	$178,978		$178,978				
2. Planning and development	34,125	34,125		34,125	1	1		1
3. Special technical services	100,592	100,592		100,592				
4. Program	2,366,605	2,237,505	$25,000	2,262,505	11	[1] 7	1	8
5. National Capital parks (for transfer)	663,700	663,700		663,700				
Total appropriation and new positions (general fund)	3,344,000	3,214,900	25,000	3,239,900	12	8	1	9

[1] Includes unbudgeted item for 3 GS–9 roving leader supervisors.

HEALTH AND WELFARE

Operating expenses

(P. 6, line 5)

(House hearings, pp. 755, 848, and 732)

Appropriation, 1961	$59, 363, 623
Estimate, 1962	64, 228, 000
House allowance, 1962 (reduction of $1,750,500)	62, 477, 500

AMENDMENT REQUESTED

Page 6, line 5, strike out "$62,477,500" and insert in lieu thereof "$62,766,700", or an increase of $289,200 in the appropriation.

Application of House reductions (by activities and funds)

Standard classification	Estimate, 1961	Estimate, 1962	Amount recommended by House	Increase (+) or decrease (−), bill compared with estimate	Amount of restoration requested in Senate
Department of Public Health	$38, 759, 973	$41, 729, 000	$40, 285, 000	−$1, 444, 000	+$131, 000
Department of Public Welfare	20, 282, 650	22, 116, 000	21, 816, 500	−299, 500	158, 200
Department of Vocational Rehabilitation	321, 000	383, 000	[1] 376, 000	−7, 000	
Total estimate or appropriation (general fund)	59, 363, 623	64, 228, 000	[1] 62, 477, 500	−1, 750, 500	+289, 200

[1] Includes an unbudgeted item of $9,888 for the Department of Vocational Rehabilitation.

HOUSE REPORT

"HEALTH AND WELFARE

"This is the largest appropriation item in the bill. The committee recommends an appropriation of $62,477,500 for this purpose.

"*Department of Public Health.*—An increase of $1,525,027 above the 1961 appropriation of $38,759,973 is recommended. This is $1,444,000 below the budget estimate. The committee has approved $5,800,000 for the public health activity and has denied 49 of the 70 positions requested. For District of Columbia General Hospital the committee has approved 106 of the 117 positions requested. However, of the 106 positions approved, 87 will not be filled until March 1, 1962, due to a delay in completion of construction of the psychiatric rehabilitation center. The committee has specifically denied the request for funds for consultation services.

"The budget proposed language authorizing the Commissioners to determine the inpatient and outpatient rates for contract hospitals and Freedmen's Hospital, based on comparable costs at District of Columbia General Hospital. The estimates rates were $34 per day for inpatient care and $6 per outpatient visit. The committee has included in the bill language authorizing $30 per inpatient day and $5 per outpatient visit.

"*Department of Public Welfare.*—An appropriation of $21,816,500 is recommended for this Department. This is $299,500 below the estimate but $1,533,850 above the 1961 appropriation. The major items of decrease are $50,000 for the Northwest urban renewal program, $71,200 for the medical program at Junior Village, $35,590 for the relocation service, and $78,100 for the Children's Center. The major increase is in public assistance activity where the estimated caseload requires an increase of approximately $1,660,000 above the 1961 funds for this purpose. A table showing an increase of approximately 50 percent in the total public assistance caseload since fiscal year 1956 will be found on page 866 of the hearings.

"*Department of Vocational Rehabilitation.*—The committee recommends an appropriation of $376,000 for this Department. This is $7,000 below the estimate but $55,000 above the 1961 appropriation. The committee has denied two of the requested four positions but has approved an additional position for the Director's Office. The new position, an industrial placement officer, would be assigned the

responsibility of locating job opportunities in government, business, and industry in the metropolitan area for individuals who have been rehabilitated by the agency. The committee believes that a high-grade, full-time position will enable the agency to place more rapidly into gainful occupations rehabilitated individuals, thus relieving the District of some of the cost of maintaining some of these individuals on the public assistance rolls."

JUSTIFICATIONS

The increases requested are as follows:

A. Department of Public Health, $131,000:	
1. Improvement of living and social conditions in the 2d Precinct	$131,000
B. Department of Public Welfare, $158,200:	
1. Administration	35,590
2. Public assistance	49,949
3. District of Columbia welfare institutions	24,000
4. Children's Center	48,661
Total increase requested (general fund)	289,200

A. DEPARTMENT OF PUBLIC HEALTH

1. Improvement of living and social conditions in the Second Precinct, $131,000

Position title	Number requested	Grade	Salary and benefits	Total costs
A. Health education:				
Health educator	1	GS-11	$8,150	$8,150
Stenographer	1	GS-5	4,706	4,706
Total	2		12,856	12,856
B. Maternal and child health: Part-time employment:				
Opthalmologist 20/40 T.S		GS-13	5,716	5,716
Audiologist 20/40 T.S		GS-7	2,878	2,878
Medical technician		GS-6	3,353	3,353
Total			11,947	11,947
C. Northwest inspection and rodent control:				
Sanitarian	2	GS-7	11,589	11,589
Laborer	1	WBR-2	3,416	3,416
Total	3		15,005	15,005
D. Dental service Part-time employment:				
Dentist, 20/40 T.S		GS-12	4,814	4,814
Dental assistant, 20/40 T.S		GS-4	2,270	2,270
Total			7,084	7,084
E. Public health nursing: Public health nurse	4	GS-7	23,577	23,577
F. Infant and preschool:				
Physician	1	GS-12	11,038	11,038
Medical aid	3	GS-3	15,183	15,183
	4		26,221	26,221
G. Chronic disease screening:				
Medical officer	1	GS-12	11,038	11,038
Clerk	1	GS-3	4,084	4,084
	2		15,122	15,122
H. Preventive mental health:				
Psychologist	1	GS-12	11,038	11,038
Social worker	1	GS-11	8,150	8,150
Total	17		131,000	131,000

Financial analysis

Personnel compensation	$122,486
Personnel benefits	8,514
Total	131,000

Restoration of $131,000 is requested for the Northwest urban renewal project, an intensified District effort to provide improved living and social conditions in that blighted section of the city. This request is in accordance with the policy set forth by the District Commissioners to request restoration for the total project.

The Department of Public Health provides health and medical care services, enforces environmental health measures, and conducts health education programs for this section of the city in its regular diversified function for the whole city. The Department proposes no new services in the Northwest urban renewal area, but intends to make more services available to the people of the area. Restoration of the funds requested would provide for the area—

(*a*) A concentration of community health education;

(*b*) Enlarged child health services at the Gales Health Clinic;

(*c*) Increased inspection coverage of general food establishments and areas affecting the environmental health, and insect and rodent control services on a regular basis;

(*d*) Expanded dental services to provide partial coverage of the large group—approximately 80 percent of population group—who are not receiving dental care;

(*e*) Intensified public health nursing services to assist dependent families to be self-sustaining and self-productive;

(*f*) More effective health supervision of infant and preschool children;

(*g*) Increased number of screening and medical examinations in the chronic disease screening program; and

(*h*) Additional mental health services to children and their families.

B. DEPARTMENT OF PUBLIC WELFARE

1. Administration (relocation service), $35,590

Position title	Number requested	Grade	Salary	Personnel benefits	Other costs	Total
Housing officer	1	GS-9	$6,448	$508		$6,956
Social worker	3	GS-7	16,098	1,301		17,399
Clerk	2	GS-4	8,112	691		8,803
Supplies and materials					$575	575
Equipment					1,857	1,857
Total	6		30,658	2,500	2,432	35,590

Financial analysis

Personnel compensation	$30,658
Personnel benefits	2,500
Supplies and materials	575
Equipment	1,857
Total	35,590

Statistics indicate that during the total period from March of 1960 through June 30, 1961, 762 families were seen, of which 388 have been relocated and 374 are awaiting proper housing. This, it is believed, is a commendable accomplishment in the light of the obvious reality that housing is difficulty to secure for many of the persons being displaced.

This Service demonstrates what the Department has always believed—namely, that there isn't an adequate number of units for large families and the Department is pleased to note that this has been accepted by virtually all interested parties in the community; and secondly that mere relocation to a new physical facility does not solve the problem of the culturally disadvantaged.

These two basic assumptions which were made by the Department when this Service was initiated has been demonstrated by this Service and the Department hopes that the momentum that has been gained and the good will that has been established will not be allowed to die.

2. Public assistance (improvement of living and social conditions in the 2d precinct), $49,949

Position title	Number requested	Grade	Salary	Personnel benefits	Other costs	Total
Social worker	1	GS–10	$4,753	$738		$5,491
Social worker	7	GS–9	30,649	4,995		35,644
Clerk	2	GS–4	5,573	1,208		6,781
Services and supplies					$2,033	2,033
Total	10		40,975	6,941	2,033	49,949

Financial analysis

Personnel compensation	$40,975
Personnel benefits	6,941
Travel and transportation of persons	520
Rent, communication, and utilities	884
Printing and reproduction	340
Supplies and materials	289
Total (general fund)	49,949

Restoration of $49,949 is requested for the Northwest urban renewal project, an intensified District effort to provide improved living and social conditions in that blighted section of the city. This request is in accordance with the policy set forth by the District Commissioners to request restoration for the total project.

The Department of Public Welfare has attempted to concentrate much of its planning and thinking in the field of prevention. It is recognized that it is expensive but the Department is also cognizant of the alternatives: namely, very expensive care in either institutions or other type of facility, both juvenile and adult.

The Department feels strongly that the second precinct should not be allowed to decay further from a social point of view.

3. District of Columbia welfare institutions (Junior Village medical program), $24,000

Position title	Number requested	Grade	Salary	Personnel benefits	Other costs	Total
Head nurse	4	GS–7	$21,464	$1,790	$746	$24,000

Financial analysis

Personnel compensation	$21,464
Personnel benefits	1,790
Supplies and materials	746
Total (general fund)	24,000

The Department of Public Welfare is aware that Junior Village children housed in the District of Columbia Village infirmary have been cared for by District of Columbia Village staff and have been attempting to have the positions restored to District of Columbia Village so that the program for the aged and infirm will be more effective. Many of the children admitted to Junior Village not only have social but health problems and maximum effort should be exerted to provide good medical care. This is laying the groundwork for the long-haul effort at rehabilitation.

The most essential need is for professional nurses because of the fact that these children are in the infirmary and require medication and proper nursing supervision.

4. Children's Center (work training program), $48,661

Position title	Number requested	Grade	Salary	Personnel benefits	Other costs	Total
Vocational counselor	1	GS-9	$6,454	$501		$6,955
Do	7	GS-7	30,423	2,489		32,912
Student workers			6,000			6,000
Services and supplies					$2,794	2,794
Total	8		42,877	2,990	2,794	48,661

Financial analysis

Personnel compensation	$42,877
Personnel benefits	2,990
Supplies and materials	2,794
Total (general fund)	48,661

A large number of the children committed to the facilities of the Department are beyond any inclination or motivation to continue their academic education. This presents a practical problem with respect to the type of program that is developed at the Children's Center, Cedar Knoll, and also related directly to the adequate preparation of boys and girls 16 years of age and over who will be returned to the community from the center after their period of confinement.

It is hoped that the Department can develop proper work habits in these students based upon realistic work experience while they are at the center. It is felt that this work program as envisioned by the Department will reduce substantially the possibility of the children being returned either to District of Columbia Welfare facilities after having committed other offenses or possibly going on to adult institutions. The Department believes strongly that good work habits are a preventive technique for juveniles.

Health and welfare

Activity	Appropriation				Number of positions			
	1962 estimate	House allowance	Requested restorations	Total Senate request	1962 estimate	House allowance	Requested restorations	Total Senate request
1. Department of Public Health, general fund	$41,729,000	$40,285,000	$131,000	$40,416,000	237	174	17	191
2. Department of Public Welfare, general fund	22,116,000	21,816,500	158,200	21,974,700	114	67	28	95
3. Department of Vocational Rehabilitation	383,000	[1] 376,000		[1] 376,000	4	[1] 3		3
Total appropriation and new positions (general fund)	64,228,000	62,477,500	289,200	62,766,700	355	244	45	289

[1] Includes an unbudgeted amount of $9,888 for 1 GS–12 industrial placement officer.

Department of Public Health

Activity	Appropriation				Number of positions			
	1962 estimate	House allowance	Requested restorations	Total Senate request	1962 estimate	House allowance	Requested restorations	Total Senate request
1. Administration	$1,597,106	$1,479,978	$12,856	$1,492,834	25	5	2	7
2. Dental health	422,239	415,155	7,084	422,239				
3. Disease control	575,065	541,972	15,122	557,094	4	1	2	3
4. Environmental health	779,893	703,518	15,005	718,523	13	3	3	6
5. Laboratories and pharmacies	337,212	325,349		325,349	3	1		1
6. Maternal and child health	956,529	903,891	38,168	942,059	13	8	4	12
7. Medical charities, contract hospitals	2,681,700	2,165,000		2,165,000				
Freedman's Hospital	635,100	553,000		553,000				
St. Elizabeths Hospital	15,600,200	15,600,000		15,600,000				
8. Mental health	482,538	432,536	19,188	451,724	8	3	2	5
9. Public health nursing	1,022,818	997,601	23,577	1,021,178	4	4	4	4
10. Glenn Dale Hospital	3,705,700	3,686,000		3,686,000	17	17		17
11. District of Columbia General Hospital	12,932,900	12,481,000		12,481,000	150	136		136
Total appropriation and new positions (general fund)	41,729,000	40,285,000	131,000	40,416,000	237	174	17	191

Department of Public Welfare

Department	Appropriation				Number of positions			
	1962 estimate	House allowance	Requested restorations	Total Senate request	1962 estimate	House allowance	Requested restorations	Total Senate request
1. Administration	$319,300	$283,710	$35,590	$319,300	7	1	6	7
2. Public assistance:								
(a) Public Assistance Division	8,842,400	8,778,400	49,949	8,828,349	16	6	10	16
(b) Surplus Food Division	222,900	209,705	----------	209,705	3	3	----------	3
(c) Elementary school lunch	50,400	50,400	----------	50,400	----------	----------	----------	----------
3. Child Welfare Division	3,334,100	3,320,056	----------	3,320,056	1	----------	----------	----------
4. District of Columbia welfare institutions	3,768,800	3,678,309	24,000	3,702,309	66	49	4	53
5. Children's Center	5,578,100	5,495,920	48,661	5,544,581	21	8	8	16
Total appropriation and new positions (general fund)	22,116,000	21,816,500	158,200	21,974,700	114	67	28	95

Department of Vocational Rehabilitation

Activity	Appropriation				Number of positions			
	1962 estimate	House allowance	Requested restorations	Total Senate request	1962 estimate	House allowance	Requested restorations	Total Senate request
1. Office of the Director	$28,181	[1] $37,837	----------	[1] $37,837	----------	[1] 1	----------	1
2. Office of Administration	26,456	26,456	----------	26,456	----------	----------	----------	----------
3. Rehabilitation Services Division	275,244	258,588	----------	258,588	3	1	----------	1
4. Division of Services to the Blind	53,119	53,119	----------	53,119	1	1	----------	1
Total appropriation and new positions (general fund)	383,000	[1] 376,000	----------	[1] 376,000	4	3	----------	3

[1] Includes an unbudgeted amount of $9,888 for 1 GS-12 industrial placement officer.

HIGHWAYS AND TRAFFIC

Operating expenses

(P. 6, lines 18, 19)

(House hearings, pp. 987, 1069, and 1985)

Appropriation, 1961	$10,096,600
Estimate, 1962	10,977,000
House allowance, 1962 (reduction of $278,300)	10,698,700

AMENDMENT REQUESTED

(1) Page 6, line 18, strike out "$10,698,700" and insert in lieu thereof "$10,856,300", or an increase of $157,600 in the appropriation.
(2) Page 6, line 19, strike out "$6,917,700" and insert in lieu thereof "$7,075,300", or an increase of $157,600 in the limitation.

Application of House reductions (by activities and funds)

Standard classification	Estimate, 1961	Estimate, 1962	Amount recommended by House	Increase (+) or decrease (−), bill compared with estimate	Amount of restoration requested in Senate
Department of Highways and Traffic	$8,541,000	$9,263,000	$9,019,200	−$243,800	+$143,600
General fund	(3,301,700)	(3,597,000)	(3,583,500)	−(13,500)	
Highway fund	(5,239,300)	(5,666,000)	(5,435,700)	−(230,300)	+(143,600)
Department of Motor Vehicles (Highway fund)	1,362,600	1,515,000	1,482,000	−33,000	+14,000
Motor Vehicle Parking Agency					
Motor vehicle parking fund	193,000	199,000	197,500	−1,500	
Total, estimate or appropriation	10,096,600	10,977,000	10,698,700	−278,300	+157,600

ANALYSIS BY FUNDS

General fund	$3,301,700	$3,597,000	$3,583,500	−$13,500	
Highway fund	6,601,900	7,181,000	6,917,700	−263,300	+$157,600
Motor vehicle parking fund	193,000	199,000	197,500	−1,500	
Total, estimate or appropriation	10,096,600	10,977,000	10,698,700	−278,300	+157,600

HOUSE REPORT

"HIGHWAYS AND TRAFFIC

"For the operations of the three agencies under this head the committee recommends an appropriation of $10,698,700. This is $278,300 below the budget estimate but $602,100 above the 1961 appropriation.

"*Department of Highways and Traffic.*—The recommended appropriation for this Department is $478,200 above the 1961 appropriation but $243,800 below the budget estimate. Included in the reduction of $243,800 is $25,000 for a planned maintenance program for city streets, approximately $150,000 for an expansion of the tree care program, and a reduction of approximately $50,000 in the traffic engineering activity.

"*Department of Motor Vehicles.*—The committee recommends an appropriation of $1,482,000 for this Department in 1962. This is $33,000 below the budget estimate but an increase of $119,400 above the 1961 appropriation. The committee has disapproved the $3,200 requested for payment of Board members and $10,762 for anticipated reallocations. The approved allocation of $750,200 for the vehicle control activity includes $74,000 for the cost of 'reflectorized' license tags. The use of such tags in the next year will not only provide an added safety measure, but will result in additional revenue to the District as the Commissioners are authorized by law to charge an additional 50 cents per set for such tags.

"*Motor Vehicle Parking Agency.*—The committee has approved an appropriation of $197,500 for the operation of this Agency in 1962. The reduction of

$1,500 is to be charged against the estimate for snow removal costs on the fringe parking lots operated by this Agency."

JUSTIFICATION

The increases requested are as follows:

A. Department of Highways and Traffic:	
1. Construction and maintenance (highway fund)	$143,600
B. Department of Motor Vehicles:	
1. Permit control (highway fund)	14,000
Total increase requested (highway fund)	157,600

A. DEPARTMENT OF HIGHWAYS AND TRAFFIC

1. Construction and maintenance, $143,600: (a) Maintenance of trees and landscaping program, $119,650

Position title	Number requested	Grade	Salary	Personnel benefits	Other costs	Total
Horticultural inspector	3	GS-7	$16,099	$1,341		$17,440
Maintenance foreman	1	WBR-13	5,283	442		5,725
Climber (assistant foreman)	1	WBR-12	5,034	420		5,454
Climbers	2	WBR-12	10,067	855		10,922
Do	2	WBR-9	9,152	790		9,942
Do	2	WBR-6	8,362	730		9,092
Driver	2	WBR-6	8,361	730		9,091
Supplies and materials					$51,984	51,984
Total	13		62,358	5,308	51,984	119,650

Financial analysis

Personnel compensation	$62,358
Personnel benefits	5,308
Supplies and materials	51,984
Total (highway fund)	119,650

In the fall of 1959 the Engineer Commissioner requested the Department of Highways and Traffic to prepare a program to establish a plan of maintenance for the city's 350,000 trees in public space and a schedule for accomplishing this plan.

The program, calling for a 6-year cycle for tree trimming and replanting, was presented before a public hearing on April 11, 1960, and received very favorable comments with the exception that public opinion favored speeding up the proposed schedule for its completion. The program was revised to provide for a 5-year cycle for tree trimming and a 4-year cycle for replanting dead trees. The revised program was approved by the Commissioners on June 9, 1960, subject to budget limitations. Our 1962 budget requests were aimed at making this program possible.

At the present time we are already falling behind as indicated by the following schedule:

Status as scheduled in program approved by District Commissioners, June 6, 1960

Description of work	Work as scheduled in the program to date	Accomplishments	Behind time
Trimming	Areas scheduled for fiscal year 1961 should be completed.	(a) All fiscal 1960 areas complete. (b) Just starting to trim in fiscal 1961 areas.	1 year.
Planting	....do	(a) All 1960 areas complete.. (b) West and east fiscal 1961 areas complete. (c) No planting accomplished in center fiscal 1961 area.	¼ year.
Removals	Scheduled at 3,650 per year..	4,630 dead trees removed in fiscal 1961.	Falling behind as there are currently more dead trees than indicated in original survey.
	Female ginkgos to be removed at rate of 200 per year.	200 removed	On time.
Spraying	Elms (35,000) 1 foliar and 1 dormant spray per year.	Sprayed 32,594, 1 dormant and 1 foliar.	Do.
	Oaks (61,000) 1 spraying per year.	Sprayed 3,893 1 time	Coverage practically nil for the year.
	Ginkgos (1,600), female	Sprayed all	On time.

Based on the above it is apparent that we will not be able to maintain our proposed schedule as outlined in the program without additional help as requested in the 1962 budget.

(b) Procuring and maintaining mobile equipment, $23,950—Financial analysis

Construction equipment (highway fund)	$23, 950

This request is to provide the necessary equipment to carry out the tree replacement program requested above. The additional equipment required consists of two brush trucks and one skyworker for use in tree trimming, spraying and removal, and one carryall for the use of the maintenance foreman.

B. DEPARTMENT OF MOTOR VEHICLES

1. Permit control, $14,000; (a) reallocations, $10,800—Financial analysis

Personnel compensation	$10, 138
Personnel benefits	662
Total (highway fund)	10, 800

This amount is necessary to cover the cost of position reallocations in the Permit Control Division—all directly involved in a departmental reorganization of operations and procedures necessary to bring about more efficient, effective, and economical public service. This special classification survey was conducted by this Department—with the assistance of the Personnel Office, District of Columbia—as a result of a U.S. Civil Service Commission audit which revealed a need to properly recognize the revised assignments and increased duties and responsibilities of the majority of positions in this activity.

At the time this Department's fiscal year 1962 budget requests were prepared, it was estimated that 57 positions in this Division would require reclassification, of which an estimated 30 would result in reallocations costing a total of $11,455. It was also expected that these actions would be completed and the approved classifications and grades known by July 1, 1961. Due to the burden of other necessary work in the Personnel Office, District of Columbia, only 47 have been finally acted upon to date, of which 25 have been approved for higher grades in an amount totaling an annual increase of $7,518; the remaining 10 positions are in the final stage of processing and it is expected will be approved for the grades recommended—which will add another $4,162, for a total actual cost of $11,680 per year. Restoration of the $10,800 requested is important to the Department as its current personal services funds contain no excess for absorption of this substantial additional cost; in fact in fiscal year 1961, all but $1,200 or about one-tenth of 1 percent of this Department's total appropriation of $1,019,183 for personal services was expended.

The House has provided $693 of the $11,680 which will be needed in fiscal year 1962; if the Senate grants the restoration of the $10,800 requested here, the Department must still arrange to absorb the difference of $187 per year. If the requested restoration is not granted, then this Department will have no choice but to leave approximately two positions vacant year-round (which would be inconsistent with our justified need for the 10 additional positions in fiscal year 1962 which have been approved by the House), or, transfer sufficient funds from our other objects accounts—either of which, in turn, will require that we curtail or postpone some portion of our current activities and reduce the level of service to the public.

(b) *Board of Revocation and Review of Hackers' Identification Licenses, $3,200—Financial analysis*

Personnel compensation	$3,014
Personnel benefits	186
Total (highway fund)	3,200

These funds requested for honorariums are included on a contingent basis, pending passage of legislation permitting the Commissioners to accept voluntary services. Any unexpended funds at the time of passage of this proposed legislation will be placed in reserve and returned to the Treasury.

The Hackers' Board consists of five members, one from the Metropolitan Police Department, one from the Corporation Counsel's Office, one of five other District department heads appointed by the District Commissioners, one from the Department of Motor Vehicles who serves as Board Chairman, and one member of the Citizens' Traffic Board. It reviews and makes decisions on appeals from rejections by the Metropolitan Police Department of applications for new and renewed hackers' identification licenses and sightseeing guide licenses, and it reviews and makes decisions on recommendations from the Police Department for suspension and revocation of such licenses for cause.

The Corporation Counsel, District of Columbia, recently made a determination, based on reorganization order No. 5 of 1952, that public members of agencies created by the District Commissioners who perform functions other than advisory must be compensated in accordance with the classification laws. Accordingly, it will be necessary for this Department to pay the Citizens' Traffic Board member of the Board of Revocation and Review of Hackers' Identification Licenses for approximately 464 hours of meeting annually at the rate of $6.61 per hour. However, this entire amount will not be paid to one individual as a number of Citizens' Traffic Board members alternate in service on the Hackers' Board during the year.

If the proposed legislation is not passed, and if this amount is not restored to this Department's appropriation, again it will be necessary to leave approximately one position vacant year-around (which would be inconsistent with our justified need for the 10 additional positions in fiscal year 1962 which have been approved by the House), or, transfer sufficient funds from our other objects accounts—either of which, in turn, will require that we curtail or postpone some portion of our current activities and reduce the level of service to the public.

Highways and traffic

Department	Appropriation				Number of positions			
	1962 estimate	House allowance	Requested restorations	Total Senate request	1962 estimate	House allowance	Requested restorations	Total Senate request
1. Department of Highways and Traffic	$9,263,000	$9,019,200	$143,600	$9,162,800	24	3	13	16
General fund	(3,597,000)	(3,583,500)		(3,583,500)				
Highway fund	(5,666,000)	(5,435,700)	(143,600)	(5,579,300)	(24)	(3)	(13)	(16)
2. Department of Motor Vehicles, (highway fund)	1,515,000	1,482,000	14,000	1,496,000	10	10		10
3. Motor Vehicle Parking Agency, (motor vehicle parking fund)	199,000	197,500		197,500				
Total appropriation and new positions	10,977,000	10,698,700	157,600	10,856,300	34	13	13	26
General fund	(3,597,000)	(3,583,500)		(3,583,500)				
Highway fund	(7,181,000)	(6,917,700)	(157,600)	(7,075,300)	(34)	13	13	(26)
Motor vehicle parking fund	(199,000)	(197,500)		(197,500)				

Department of Highways and Traffic

Activity	Appropriation				Number of positions			
	1962 estimate	House allowance	Requested restorations	Total Senate request	1962 estimate	House allowance	Requested restorations	Total Senate request
1. Administration	$407,500	$407,500		$407,500				
2. Design, engineering, and research	152,400	152,400		152,400				
3. Construction and maintenance	4,304,700	4,122,573	$143,600	4,266,173	13		13	13
4. Traffic engineering and operations	4,394,400	4,332,727		4,332,727	11	3		3
5. Planning and programing	4,000	4,000		4,000				
Total appropriation and new positions	9,263,000	9,019,200	143,600	9,162,800	24	3	13	16
General fund	(3,597,000)	(3,583,500)		(3,583,500)				
Highway fund	(5,666,000)	(5,435,700)	(143,600)	(5,579,300)	(24)	(3)	(13)	(16)

Department of Motor Vehicles

Activity	Appropriation				Number of positions			
	1962 estimate	House allowance	Requested restorations	Total Senate request	1962 estimate	House allowance	Requested restorations	Total Senate request
1. Administration	$244,200	$237,935		$237,935	1	1		1
2. Traffic safety education	63,200	63,200		63,200				
3. Permit control	334,100	318,965	14,000	332,965	5	5		5
4. Safety responsibility	111,700	111,700		111,700				
5. Vehicle control	761,800	750,200		750,200	4	4		4
Total appropriation and new positions (highway fund)	1,515,000	1,482,000	14,000	1,496,000	10	10		10

Motor Vehicle Parking Agency

Activity	Appropriation				Number of positions			
	1962 estimate	House allowance	Requested restorations	Total Senate request	1962 estimate	House allowance	Requested restorations	Total Senate request
1. Facilitation of motor vehicle parking (motor vehicle parking fund)	$199,000	$197,500		$197,500				

SANITARY ENGINEERING

Operating expenses

(P. 6, line 25)

(House hearings, p. 325 and 1093)

Appropriation, 1961	$20,096,000
Estimate, 1962	20,753,000
House allowance, 1962 (reduction of $1,106,000)	19,647,000

AMENDMENT REQUESTED

Page 6, line 25, strike out "$19,647,000" and insert in lieu thereof "$20,669,300," or an increase of $1,022,300 in the appropriation.

Application of House reductions (by activities and funds)

Standard classification	Estimate, 1961	Estimate, 1962	Amount recommended by House	Increase (+) or decrease (−), bill compared with estimate	Amount restoration requested in Senate
Department of Sanitary Engineering	$17,430,000	$18,061,000	$16,957,000	−$1,104,000	+$1,022,300
General fund	(9,278,600)	(10,349,500)	(9,251,200)	(−1,098,300)	(+1,022,300)
Highway fund	(995,000)	(190,000)	(190,000)	(----------)	(----------)
Water fund	(3,809,300)	(3,872,900)	(3,872,700)	(−200)	(----------)
Sanitary sewage works fund	(3,347,100)	(3,648,600)	(3,643,100)	(−5,500)	(----------)
Washington Aqueduct (water fund)	2,666,000	2,692,000	2,690,000	−2,000	----------
Total estimate or appropriation	20,096,000	20,753,000	19,647,000	−1,106,000	+1,022,300

ANALYSIS BY FUNDS

General fund	$9,278,600	$10,349,500	$9,251,200	−$1,098,300	+$1,022,300
Highway fund	995,000	190,000	190,000	----------	----------
Water fund	6,475,300	6,564,900	6,562,700	−2,200	----------
Sanitary sewage works fund	3,347,100	3,648,600	3,643,100	−5,500	----------
Total estimate or appropriation	20,096,000	20,753,000	19,647,000	−1,106,000	+1,022,300

HOUSE REPORT

"SANITARY ENGINEERING

"The Committee recommends an appropriation of $19,647,000 for this item.

"*Department of Sanitary Engineering.*—The Committee recommends an appropriation of $16,957,000 for this Department for the 1962 fiscal year. This is $473,000 below the 1961 appropriation and $1,104,000 below the budget estimate. The major reduction, $1,098,294, is in the Sanitation activity and is composed of the following items: $42,200 for Incinerator No. 4, an alley cleaning crew at a cost of $22,350, a denial of $33,744 requested for annualization, and a reduction of $1,000,000 in the budget estimate of $1,260,000 for the snow removal program. The Committee denied the $1,000,000 Federal Payment requested for this purpose and has, therefore, denied the proposed expenditure for which the Federal Payment would have provided equipment and supplies and materials for a vastly expanded snow removal program."

JUSTIFICATIONS

The increases requested are as follows:

A. Department of Sanitary Engineering: 1. Sanitation (general fund)	$1,022,300

A. DEPARTMENT OF SANITARY ENGINEERING

1. Sanitation, $1,022,300

(a) Improvement of living and social conditions in the second precinct, alley cleaning, $22,300

Position title	Required number	Grade	Salary	Personnel benefits	Other costs	Total
Truckdriver	1	WBR-6	$4,181	$412	$6,000	$10,593
Laborer	3	WBR-3	10,794	913		11,707
Total	4		14,975	1,325	6,000	22,300

Financial analysis

Personnel compensation	$14,975
Personnel benefits	1,325
Equipment	6,000
Total (general fund)	22,300

This project in the second precinct will undoubtedly involve rehabilitation and physical upgrading of property. It is anticipated that additional services, particularly in connection with alley cleaning and the removal of much debris from sheds, fences, and the like will result. The impact of such programs usually is reflected in a continuing requirement for such service, and its success depends to a great extent in providing extraordinary help of this nature. The increase of one alley cleaning crew will enable the Division to provide such service without reducing the frequency of cleaning alleys in this section generally, which is already at a minimum (once a week).

(b) Snow removal, $1,000,000—Financial analysis

Equipment:	
New	$688,000
Replacement	312,000
Total (general fund)	1,000,000

The Sanitation Division is charged with the responsibility for coordination of snow removal activities for the District of Columbia.

The $1 million requested represents a carefully screened list of requirements among the various agencies of the District and the National Capital Parks for $688,000 for additional snow equipment and $312,000 for replacements.

Like other big cities on the northern half of the eastern seaboard, the District of Columbia, a business and residential jurisdiction of 746,000 people comprising the heart of a metropolitan area of over 2 million, finds its traffic badly tied up during snowstorms. This disruption in turn impedes virtually all individual and group activities. These activities include the business of the Federal and District Governments which employ 250,000 persons in or adjacent to the District of Columbia. Snowstorms are expensive not only in terms of delay, inconvenience, illness, and injuries, but also in hard cash. During the severe winter of 1960–61, the direct costs of excusing Federal and District employees from work and in fighting snow exceeded $10 million.

The snow equipment augmentation is needed to improve the speed and efficiency with which our District and park roads can be made passable following a snowstorm. This has direct impact on the enormous cost of excusing Federal and District employees which amounts to about $504,000 an hour in salaries paid but not worked. It is important to note also that any acceleration of the process of restoring normal or nearly normal conditions following snow or ice storms in large cities such as Washington involves not only the welfare and safety of the public but the savings of millions of dollars annually to the community's business and service enterprises generally.

It is often not possible to avoid early dismissal in the case of a storm beginning during business hours. Plowing and traffic do not mix. The early dismissal is necessary to insure the safety of the motoring employees and to get cars off the arterials so that plowing, salting, and snow removal operations can be effective. However, in the case of a storm ending in the night, snow-handling capabilities

can often dictate the decision on whether to excuse employees from coming to work the next day.

A recent illustration was the storm of December 11 and 12, 1960. With precipitation lasting almost till daybreak, District forces could not, with existing equipment, make the arterials passable for the Monday morning rush hour. It was necessary to invoke emergency snow plan 5, excusing employees in advance for an 8-hour day. Had the recommended augmentation of equipment been on hand and in operation, there is a strong probability that essential District routes could have been opened in time to take the traffic. In other words, a $1 million investment might have saved the Government $4 million on 1 day alone. This does not take into account the enormous additional savings to the business community generally.

The bulk of the proposed funds will be utilized in the procurement of such expensive items as heavy front-end bucket loaders, rotary snowplows, and large jet sanding equipment as detailed and justified in a comprehensive staff study on snow removal prepared by the Engineer Commissioner.

Sanitary Engineering

Department	Appropriation				Number of positions			
	1962 estimate	House allowance	Requested restorations	Total Senate request	1962 estimate	House allowance	Requested restorations	Total Senate request
1. Department of Sanitary Engineering	$18,061,000	$16,957,000	$1,022,300	$17,979,300	68	64	4	68
General fund	(10,349,500)	(9,251,000)	(1,022,300)	(10,273,500)	(43)	(39)	(4)	(39)
Highway fund	(190,000)	(190,000)		(190,000)				
Water fund	(3,872,900)	(3,872,700)		(3,872,700)				
Sanitary sewage works fund	(3,648,600)	(3,643,100)		(3,643,100)	(25)	(25)		(25)
2. Washington aqueduct water fund	2,692,000	2,690,000		2,690,000				
Total appropriation and new positions	20,753,000	19,647,000	1,022,300	20,669,300	68	64	4	68
General fund	(10,349,500)	(9,251,200)	(1,022,300)	(10,273,500)	(43)	(39)	(4)	(43)
Highway fund	(190,000)	(190,000)		(190,000)				
Water fund	(6,564,900)	(6,562,700)		(6,562,700)				
Sanitary sewage works fund	(3,648,600)	(3,643,100)		(3,643,100)	(25)	(25)		(25)

Department of Sanitary Engineering

Activity	Appropriation				Number of positions			
	1962 estimate	House allowance	Requested restorations	Total Senate request	1962 estimate	House allowance	Requested restorations	Total Senate request
1. Administration	$899,000	$899,000		$899,000				
2. Planning, design, and engineering	310,100	310,100		310,100				
3. Sanitation	9,301,300	8,203,000	$1,022,300	9,225,300	35	31	4	35
4. Construction and repair	481,500	481,500		481,500				
5. Sewer operation	4,005,500	4,000,000		4,000,000	33	33		33
6. Water operation	3,063,600	3,063,400		3,063,400				
Total appropriation and new positions	18,061,000	16,957,000	1,022,300	17,979,300	68	64	4	68
General fund	(10,349,500)	(9,251,200)	(1,022,300)	(10,273,500)	(43)	(39)	(4)	(43)
Highway fund	(190,000)	(190,000)		(190,000)				
Water fund	(3,872,900)	(3,872,700)		(3,872,700)				
Sanitary sewage works fund	(3,648,600)	(3,643,100)		(3,643,100)	(25)	(25)		(25)

Washington aqueduct

Activity	Appropriation				Number of positions			
	1962 estimate	House allowance	Requested restorations	Total Senate request	1962 estimate	House allowance	Requested restorations	Total Senate request
1. Collections	$166,100	$166,100		$166,100				
2. Purification	1,055,900	1,055,900		1,055,900				
3. Transmission	389,300	389,300		389,300				
4. Joint facilities	1,080,700	1,078,700		1,078,700				
Total appropriation and new positions (water fund)	2,692,000	2,690,000		2,690,000				

CAPITAL OUTLAY

(P. 8, line 9)
(P. 8, line 19)
(P. 8, line 21)
(P. 9, line 11)

(House hearings, pp. 5, 36, 346, 526, 603, 627, 671, 838, 911, 934, 1016, 1121, 1125)

Appropriation, 1961	$46,817,800
Estimate, 1962	60,875,188
House allowance, 1962 (reduction of $19,096,288)	41,778,900

AMENDMENTS REQUESTED

(1) Page 8, line 19, strike out "$41,778,900" and insert in lieu thereof "$43,766,900", or an increase of $1,988,000 in the appropriation.

(2) Page 8, line 21, strike out "$6,500,000" and insert in lieu thereof "$6,880,000", or an increase of $380,000 in the limitation.

(3) Page 8, line 9, after the word "completion," insert the following: "Eliot Junior High School Addition,".

(4) Page 9, line 11, after the word "house," insert the following: "*Provided further*, That the unexpended balances of the amounts previously appropriated under the accounts herewith consolidated may be transferred to this account for use for the same purposes as appropriated."

Application of House reductions, by activities and funds

Standard classification	Estimate, 1961	Estimate, 1962	Amount recommended by House	Increase (+) or decrease (−), bill compared with estimate	Amount of restoration requested in Senate
District debt service:					
General fund	$1,411,000	$1,253,829	$1,229,641	$24,188	----------
Water fund	711,000	765,359	765,359	----------	----------
Total, district debt service	2,122,000	2,019,188	1,995,000	24,188	----------
Public building construction:					
Public schools	6,944,000	9,229,000	7,537,000	1,692,000	+$1,451,000
Public library	702,000	659,000	237,000	422,000	----------
Recreation Department	187,000	929,000	686,000	243,000	----------
Metropolitan Police	19,000	173,000	173,000	----------	----------
Fire Department	110,000	297,000	47,000	250,000	----------
Public health	----------	14,063,000	940,000	13,123,000	----------
Department of corrections	983,800	429,000	409,000	20,000	----------
Department of public welfare	2,033,000	4,897,000	4,682,200	214,800	----------
Department of buildings and grounds	725,000	548,000	407,700	140,300	----------
National Zoological Park	240,000	834,000	85,000	749,000	----------
Total, public building construction (general fund)	11,943,800	32,058,000	15,203,900	16,854,100	+1,451,000
Department of Highways and Traffic:					
General fund	607,000	407,000	250,000	157,000	+157,000
Highway fund	12,583,000	8,257,000	6,500,000	1,757,000	+380,000
Total, Department of Highways and Traffic	13,190,000	8,664,000	6,750,000	1,914,000	+537,000
Department of Sanitary Engineering:					
General fund	8,747,000	6,240,000	6,000,000	240,000	----------
Water fund	1,171,000	2,075,000	2,075,000	----------	----------
Sanitary sewage works fund	6,820,000	9,759,000	9,755,000	4,000	----------
Total, Department of Sanitary Engineering	16,738,000	18,074,000	17,830,000	244,000	----------
Motor Vehicle Parking Agency: Motor vehicle parking fund	74,000	60,000	----------	60,000	----------
Washington Aqueduct: Water fund	50,000	----------	----------	----------	----------
Potomac interceptor sewer line: Metropolitan area sanitary sewage works fund	2,700,000	----------	----------	----------	----------
Total, estimate or appropriation	46,817,800	60,875,188	41,778,900	19,096,288	+1,918,000

ANALYSIS BY FUNDS

Standard classification	Estimate, 1961	Estimate, 1962	Amount recommended by House	Increase (+) or decrease (−), bill compared with estimate	Amount of restoration requested in Senate
General fund	22,708,800	39,958,829	22,683,541	17,275,288	1,608,000
Highway fund	12,583,000	8,257,000	6,500,000	1,757,000	380,000
Water fund	1,932,000	2,840,359	2,840,359	----------	----------
Sanitary sewage works fund	6,820,000	9,759,000	9,755,000	4,000	----------
Motor vehicle parking fund	74,000	60,000	----------	60,000	----------
Metropolitan area sanitary sewage works fund	2,700,000	----------	----------	----------	----------
Total, estimate or appropriation	46,817,800	60,875,188	41,778,900	19,096,288	1,988,000

HOUSE REPORT

"CAPITAL OUTLAY

"The bill includes one item appropriating funds for capital outlay purposes rather than the six appropriation items carried in prior year bills. The committee recommendation for this purpose is $41,778,900. The recommended amount is $5,038,900 below the 1961 appropriation and $19,096,288 below the budget estimate.

"*Public building construction.*—The first item under this heading is for the public schools and the committee has approved a program of $7,537,000. The major reduction is the request of $1,200,000 for the Eliot Junior High School addition. The committee is of the very strong opinion that this addition can be postponed for at least another year, especially in view of the excess capacity available in Eastern Senior High which is adjacent to the present Eliot facility. The committee has approved $180,000 of the request of $270,000 for site acquisition and plans and specifications for a new elementary school in the vicinity of 53d and C Streets SE. Acquisition of one-half of the proposed site will provide enough space to construct the proposed school and leave sufficient—but not ideal—ground area for playground purposes. The committee recommends $750,000 for permanent improvements, a reduction of $315,000 in the estimate.

"The committee has denied the request of $422,000 for construction of the Capitol View Branch Library. Approval of site acquisition was granted by the Congress last year in a supplemental bill but inasmuch as the site has not been acquired the committee has denied the construction funds. It has, however, approved $35,000 for plans and specifications for this branch library.

"The Recreation Department budget contained a request for $182,000 for the construction of the first of a proposed construction program of at least seven swimming pools. In view of the District's limited financial resources, the committee does not believe this program should be initiated this year and has, accordingly deleted the project estimate.

"The committee has denied the request of $250,000 to construct a new firehouse in the vicinity of 15th and C Streets SE., due to lack of a site. The committee has approved, however, $17,000 for plans and specifications pending acquisition of the site.

"The major estimate in the public building construction program is $14,063,000 for the Health Department. Of that amount the committee has approved $940,000 for the construction of a doctors' residence at District of Columbia General Hospital. However, it has denied the $11,940,000 estimate for the consolidation of the three main buildings of District of Columbia General Hospital and $985,000 for rehabilitation of mechanical and utility services at the same hospital. The committee was rather reluctant to delete the consolidation project but in view of the District's limited finances, the cost of approximately $12 million which will result in additional capacity of only about 195 beds—even though relief will be provided to the present facilities that are overcrowded, outmoded, and inefficient—convinced the committee to defer this item to a more auspicious time in the District's financial cycle.

"The committee has deleted two items in the Welfare Department's area. They are (1) $130,200 to renovate the second floor of the hospital building, and

(2) $71,700 to renovate the basements of five cottages. Both of these projects were for facilities at the District Training School. Included in the approved projects is $392,000 for the construction of a third cottage at Junior Village which, when completed, will help relieve the serious overcrowding at the facility.

"*National Zoological Park.*—The committee has approved the use of $85,000 for plans and specifications for future capital improvements at the zoo, but has denied the request of $784,000 for replacement of the heating plant and rehabilitation of the electrical system. During the hearings the committee was informed that the Smithsonian Institution intends to include in its budget funds of approximately $1 million per year for a period of about 10 years to finance capital improvements at the zoo. This proposed action of the Smithsonian Institution is contingent upon the District continuing to operate and maintain the zoo. The committee heartily concurs with the decision of the Board of Regents in this matter. With the joint support of the District and the Federal Government the committee is of the opinion that the National Zoological Park, in a few years, will be the outstanding zoo in the world.

"*Department of Highways and Traffic.*—The committee recommends an appropriation of $6,750,000 for the capital outlay program of this Department. The recommended amount, plus District of Columbia funds already available, will help finance a construction program of approximately $68 million during the 1962 fiscal year.

"*Department of Sanitary Engineering.*—An appropriation of $17,830,000 is recommended for this Department. Included in the approved figure is approximately $8.7 million for project C and other projects related to the abatement of pollution of the Potomac River. Obligations to date for this purpose amount to $13.5 million."

JUSTIFICATION

The increases requested are as follows:

(*a*) Public building construction:	
1. Public schools (general fund)	$1,451,000
(*b*) Department of Highways and Traffic:	
1. Electrical improvements, street lighting (general fund)	157,000
2. Street improvements and extensions (highway fund)	60,000
3. Major construction (highway fund)	250,000
Total	1,918,000

	Site	Plans and specifications	Construction	Equipment	Total
A. PUBLIC BUILDING CONSTRUCTION					
1. Public schools:					
(*a*) Eliot Junior High School addition			$1,200,000		$1,200,000
(*b*) New elementary school, vicinity of 53d and C Sts. SE	$90,000				90,000
(*c*) Woodridge Elementary School completion				$12,000	12,000
(*d*) District of Columbia Teachers College, modernization of chemistry laboratory (Miner Bldg.)		$1,600	24,000	6,100	31,700
(*e*) Modernization of science laboratories		4,900	72,000	40,400	117,300
B. HIGHWAYS AND TRAFFIC					
1. Street lighting program			157,000		157,000
2. Miscellaneous—streetcar tracks cover, Georgia Ave. NW. from V St. to District of Columbia line			60,000		60,000
Reinforcement of pavement, New York Ave. NE. from Anacostia Park line to Maryland State line			70,000		70,000
3. Glover-Archbold Parkway, interchange connections to Potomac River Freeway and Three Sisters Bridge			250,000		250,000
Total	90,000	6,500	1,763,000	58,500	1,918,000

A. PUBLIC BUILDING CONSTRUCTION

1. Public schools

(*a*) *Eliot Junior High School addition, 18th and B Streets NE., $1,200,000.*—Consisting of 14 general classrooms, a general science room, a biology room, 2 art rooms, a music room, an electric shop, a mechanical-drawing room, typing room, gymnasium, bookroom, health suite, and alterations to existing facility. Increase in capacity, 561. It is imperative that this addition be completed and ready for occupancy not later than September 1963, and this cannot be accomplished unless the funds for its construction are made available in the 1962 fiscal year. The pupil membership at Eliot already exceeds the building's capacity by more than 200, and is expected to be more than 400 above capacity by October 1963 if the addition is not ready. The overcrowding can be alleviated in 1961–62 and possibly in 1962–63 by housing Eliot's ninth graders in the Eastern Senior High School, but this will not be feasible in 1963–64 and later years. The latest projections indicate that the combination of Eastern and Spingarn High Schools will have an excess capacity of approximately 640 pupil-stations in October 1961 and of 240 stations in October 1962. By October 1963, however, these two schools will have an estimated shortage of 320 pupil-stations for grades 10–12 and obviously cannot be expected to continue housing junior high school pupils. Restoration of the $1,200,000 for construction of the Eliot Junior High School addition is therefore urgently requested. Funds in the amount of $185,000 have been appropriated for plans and specifications and partial equipment. Additional funds for equipment, $45,000 will be required in fiscal year 1963.

(*b*) *New elementary school, vicinity of 53d and C Streets SE., $90,000.*—Consisting of 27 regular classrooms, 2 kindergartens, 2 atypical classrooms, a multipurpose room, a speech room, a reading room, library, health suite, all-purpose room, administrative office, general storerooms, bookroom, custodians room, teachers' room, recreation facilities, and standard playground development. Capacity, 986.

The House appropriation bill allowed one-half of the $180,000 needed to purchase the proposed 6-acre site for this school. The committee report on the bill stated that one-half of the proposed site would accommodate the building and leave sufficient, although not ideal, ground area for play purposes. School officials do not consider this to be a satisfactory plan, and are therefore seeking restoration of the $90,000 which has been deleted.

The site standard proposed for elementary schools by the National Education Association calls for a basic area of 5 acres plus 1 acre for each 100 pupils enrolled. Several years ago the District of Columbia Board of Education adopted a standard of "not less than 5 acres" for elementary schools, realizing that in densely populated urban centers it is usually impracticable to attain the NEA's standard. The Board has actually accepted sites of less than 5 acres where the costs of improved land were extremely high or where limitations were imposed by required streets, thus making it necessary to construct multistory buildings.

At 53d and C Streets SE., however, the land is largely unimproved and relatively low in price. The proposed building will have an official capacity of 1,076 pupils, which according to the NEA standard, would require a site of 16 acres. Furthermore, the nearby Estgate Gardens public housing project is expected to house approximately 1,200 minor children but will have a playground of only 1 acre. Thus, there will be a heavy demand for use of the school playground, and the area originally proposed will scarcely be large enough for this purpose.

It is especially important to provide adequate school and playground facilities in a low-income neighborhood such as this, so that recreation may be properly planned and supervised and children as well as adults may be inspired to improve themselves and their community.

If the requested funds are restored, a total of $180,000 will be available for this site in addition to $90,000 allowed for plans and specifications. It is estimated that $1,100,000 will be requested for construction and $71,000 for equipment in subsequent budget estimates.

(*c*) *Woodridge Elementary School completion, $12,000.*—Consisting of four regular classrooms, all-purpose room, and recreation facilities. Increased capacity, 120.

The amount of $12,000 will be needed to equip the new rooms in this building by the opening of school in September 1962. At the recent hearings before the House Appropriations Subcommittee it was erroneously stated that these facilities probably would not be completed until December 1962. In view of their scheduled occupancy in September, the money for furniture and equipment must be made available in the 1962 fiscal year. It normally takes at least 6 months

to obtain delivery of such items after the funds become available. Funds in the amount of $16,000 for plans and specifications and $200,000 for construction were approved in the 1962 budget estimates by the House.

(*d*) *District of Columbia Teachers College, Miner Building, $31,700.*—Modernization of chemistry laboratory, chemical storeroom, and lecture room, including installation of associated equipment.

As required for purposes of accreditation by the Middle States Association of Colleges and Secondary Schools, the entire science program at the Teachers College has been consolidated in the Miner Building. However, the present chemistry laboratory has been in use since the building was constructed in 1913 and is badly in need of renovation. The plumbing, cabinets, working surfaces, and fume hoods are worn out and must be replaced with modern equipment. In addition, certain equipment must be provided to permit a broadening of the chemistry course offerings. The storage room needs adequate shelving to meet Fire Department standards, and the old library room should be converted to a science lecture room.

In view of these urgent needs, it is strongly recommended that $31,700 for modernization of science facilities at the college be restored in full.

(*e*) *Renovation and/or conversion of rooms for science instruction in senior and vocational high schools, $117,300.*—District funds of $117,300 will be needed, together with a Federal reimbursement of $71,300 under the National Defense Education Act, to remodel and reequip or convert various rooms for purposes of instruction at three senior high schools and one vocational high school. Science teaching at these schools now suffers from a lack of up-to-date facilities, and can be adequately modernized only if the requested funds are made available. The distribution of costs among the four schools will be as follows:

	District of Columbia appropriation	Federal reimbursement	Total cost
Dunbar Senior High School	$29,200	$18,135	$47,335
Eastern Senior High School	45,100	28,083	73,183
Cardozo Senior High School	31,000	15,846	46,846
Chamberlain Vocational High School	12,000	9,231	21,231
Total	117,300	71,295	188,595

The Dunbar project will involve remodeling and re-equipping the biology and physics laboratories, which are now using chiefly equipment installed when the building was erected in 1916. At Eastern High School the four biology laboratories are just as they were originally constructed in 1923, and they need to be modernized and equipped in accordance with present Board of Education standards. The Cardozo High School has two biology laboratories and two science lecture rooms in need of modernization, while the Chamberlain Vocational High School should have an academic classroom converted to a science laboratory in order to improve the teaching of physics, chemistry, and related subjects. The Chamberlain has never had a room designed for the teaching of any physical science or of any science related to various trade areas; there have been no facilities for experimentation by individual pupils, and the teachers have had to rely on lectures and demonstrations only.

B. HIGHWAYS AND TRAFFIC

1. Street lighting program, $157,000

The restoration of $157,000 for electrical improvements is requested in order to proceed as planned with the street light modernization program. Improved street lighting not only improves driving conditions, reduces accident hazards, and increases pedestrian safety, but also acts as a deterrent to crime. The chances of muggings, beatings, and robberies are reduced on well-lighted streets. Citizens' associations are continually requesting improvement of street lighting in various sections of the city for the protection and safety of pedestrians. Police officials often request improved street lighting in certain areas to reduce crime and disorderly conduct.

The areas scheduled for improved lighting during fiscal year 1962 are as follows:

Northeast and Southeast area bounded by Florida Avenue, Bladensburg Road, Mount Olivet Road, M Street, 26th Street, Oklahoma Avenue NE., 22d Street, NE. and SE., Independence Avenue SE., 19th Street SE., Massachusetts Avenue SE. and NE., and 2d Street NE.

Area bounded by Georgia Avenue NW, Eastern Avenue NW. and NE., Michigan Avenue NE., Harewood Road NE., Fort Drive NE., 4th Street NW., and Missouri Avenue NW.

2. Miscellaneous, $130,000

Streetcar tracks, cover, Georgia Avenue NW., from V Street to District of Columbia line, $60,000.—During the hearings before the House subcommittee on the 1962 appropriation for the District of Columbia, the Director of Highways and Traffic testified that one of the projects to be constructed under the "Miscellaneous" item was the covering of the streetcar tracks on Georgia Avenue NW. from V Street to the District line. This project would be similar to the work done on Wisconsin Avenue NW. during fiscal year 1961; it will permit the painting of lane lines, eliminate the hazard of skidding on wet streetcar tracks, and will generally facilitate the flow of traffic on one of our busiest arterials. The total cost of this project is $250,000; however, the D.C. Transit System, Inc., will contribute $190,000 as their share of covering the tracks.

The complete elimination of the "Miscellaneous" item ($200,000) leaves the Department without funds or authority for the Georgia Avenue project.

Reinforcement of pavement, New York Avenue NE., from Anacostia Park line to Maryland State line, $70,000.—The additional amount of $70,000 is required to strengthen that portion of New York Avenue NE. pavement going across National Park Services jurisdiction from the Anacostia Park line to the Maryland State line. The State of Maryland is now preparing plans to cover the reconstruction of the parkway in Maryland and will soon open the John Hanson Highway to the District line which will carry heavy truck traffic. New York Avenue NE. will connect with the John Hanson Highway at the Kenilworth interchange in Maryland. In order that truck traffic may be routed to the John Hanson Highway, that portion of New York Avenue NE. running across National Park Service's jurisdiction must be strengthened by the addition of an asphalt paving course. At the time that the District of Columbia Highway Department was constructing New York Avenue at this point, the National Park Service agency was constructing their portion of New York Avenue for light automobile traffic. The National Park Service has agreed to this reconstruction.

3. Glover-Archbold Parkway, interchange connections to Potomac River freeway and Three Sisters Bridge, $250,000.

A general plan has been developed in cooperation with the National Park Service for proceeding westward with the Potomac River freeway, under Key Bridge, to an interchange at the lower end of Glover-Archbold Parkway. This interchange will connect to Virginia via the proposed Three Sisters Bridge, and to the Palisades Parkway leading to the George Washington Memorial Parkway in Maryland.

In order to plan and design the interchange, some kind of connections are required into the lower end of Glover-Archbold. It is proposed to do this by using one-lane connections between the interchange and Reservoir Road.

A portion of the structures, grading, and paving through the interchange will be chargeable to the Glover-Archbold project.

STATEMENT OF COMMISSIONER WALTER N. TOBRINER

Mr. Chairman, the Commissioners appreciate the opportunity of appearing before you to testify on items included in the District of Columbia appropriations bill, 1962, and to request the restoration of certain amounts that were deleted in the House recommendations.

The budget estimates for expenditures of the District of Columbia for the fiscal year 1962, as submitted to Congress in January of this year, amounted to $287,453,188. However, House Documents Nos. 142 and 185 contained amendments which increased the total requests to $292,438,188, which was the amount considered by the House. This consisted of $231,563,000 for operating expenses and $60,875,188 for capital outlay.

In addition to estimates from District funds, the estimates included Federal payments to the general fund, $36 million; water fund for the consumption of water, $1,855,000; and the sanitary sewage works fund for sewer usage, $898,000; or a total of $38,753,000. House Document 185 added a payment of $1 million to the general fund, which increased the amount for Federal funds reviewed by the House to $39,753,000.

The House Appropriations Committee allowed $268,122,400 (operating expenses, $226,343,500, and capital outlay, $41,778,900), the amount of the bill

pending before you. The cuts were applied to almost every appropriation in the bill, in part with the concurrence of the Commissioners. In addition to reducing the estimates of appropriations for the District of Columbia, the House also eliminated $7 million from the requested Federal payment of $37 million for the general fund. This has the effect of reducing the revenues of the general fund of the District of Columbia.

To finance their recommendations payable from the general fund, the House increased the Federal loan from $16 to $20.4 million, recommended that the Commissioners increase the real estate tax from $2.30 to $2.50 for each $100 of assessed valuation which would produce $4.5 million, and assumed that the pending revenue bill would yield $7.5 million. The Commissioners have already taken action to increase the real estate tax for the fiscal year 1962 at the recommended rate. In reference to the new tax increases, the revenue bill as reported by the Senate District Committee (H.R. 258) is estimated to yield revenues as follows:

[In thousands]

Tax increase proposal	1962 revenue yield assuming enactment in August 1961	Subsequent annual yield
Increase sales tax	$6,300	$9,000
Increase sales tax on rooms and lodgings furnished transients	440	650
Cigarette tax increase	1,940	2,600
Alcohol and spirits tax	840	1,100
Amendment of District of Columbia Income and Franchise Tax Act	2,000	(1)
Real estate deed recordation tax	1,050	1,500
Total	12,570	14,850

[1] Nonrecurring.

Based on the financing assumptions of the House Appropriations Committee, the bill as passed the House will result in an unobligated balance in the general fund of $290,000. Since the House action our actual revenues for the fiscal year 1961 have been totaled and an additional revenue of $1,105,000 is now available in fiscal year 1962. However, a reserve for indefinite appropriations of $350,000 should be established and there are pending supplementals amounting to $145,000. After considering these changes, the revised balance would be $900,000.

Of the House Appropriations Committee reductions of $24,315,788, the Commissioners are requesting restoration of $4,791,000. All except $467,600 of these requests are chargeable to the general fund, with $2,873,000 for operating expenses and $1,918,000 for capital outlay. It is proposed to apply the $900,000 in the general fund against the request for restoration of $4,323,400 which would leave a shortage of $3,423,400. It is requested that the Federal payment of $30 million be increased to $33.5 million to finance this deficit. In the event that H.R. 258 is enacted to yield in 1962 an amount in excess of the $7.5 million anticipated by the House Appropriations Committee, this request or the proposed loan for public works can then be reduced by an equivalent amount.

With respect to the highway fund, it was estimated at the time of the House presentation that there would be an unappropriated balance at the end of fiscal year 1962 amounting to $46,000. The House deleted items amounting to $2,020,300, which resulted in a balance of $2,066,300. The Commissioners are requesting a restoration of $467,600 which, together with revenue revisions in 1961 and reserves of $162,000, will leave an estimated balance at the end of 1962 of $1,350,400.

The water fund was reduced by $2,200. The Commissioners are requesting no restorations and the availability in this fund at the end of 1962 will be $126,000.

Although the sanitary sewage works fund was reduced by only $9,500, the revision of revenues shows a deficit of $989,000 in this fund. This represents a delayed payment by the State of Maryland amounting to approximately $1 million. This apparent deficit will be eliminated upon receipt of this payment.

The House eliminated items amounting to $61,500 payable from the motor vehicle parking fund. No restoration of these reductions is being requested and it is estimated that the balance in this fund will be $4,107,000 at the end of 1962.

There are many very important items in the pending bill and the requested restorations. I would like to discuss briefly a few of them:

Appropriation structure.—The bill, as passed the House, has consolidated the number of appropriations from 34 to 9. The Commissioners favor this revision since it will permit more flexibility of operation. Legislation will be requested to authorize expenditures as recommended by the House Appropriations Committee.

Building code enforcement.—This very important activity involves five District agencies. The amount requested in the budget estimates was $206,000. The House cut $100,018 and the Commissioners are requesting full restoration. The allowance will provide for building and fire inspection, but makes no provision for legal work, appeals hearings, and relocation of displaced families. The new building code for the District was adopted after many years of study and if it is to be properly enforced, it is necessary to have the amount of the budget estimate.

Improvement of living and social conditions in the second precinct.—This is an experimental project in conjunction with our desires to reduce dependency of individuals on the District by assisting and instructing these people to become more useful citizens. It will require building inspection, health and welfare services, education, and recreational opportunities. If successful, it can be applied in other areas with a possible subsequent reduction in health and welfare services. Again this involves seven departments. The amount requested was $294,392, which was entirely deleted by the House. Full restoration is requested.

Public assistance.—Although the House allowed the entire amount requested for public assistance grants, the Commissioners are greatly concerned about the continual increasing cost of this activity. In addition to our own studies, we are following very closely any techniques being developed by other areas of the country, such as the Newburgh, N.Y. plan, to retard the increase or to make recipients more productive individuals.

Payments to board members.—The House deleted these requests for all departments, with the recommendation that legislation be submitted permitting the District to accept voluntary services. Such legislation has beeen drafted but restoration of the items is requested on the basis that if legislation is enacted in this sesssion of Congress and the board members agree to volunteer their ervices, the unexpended balances will be returned to the Treasury for credit to the District.

Aid for the Greater National Capital Committee of the Metropolitan Washington Board of Trade.—This item amounting to $50,000 was approved by the House Appropriation Committee. However, it was deleted on the floor of the House by a point of order against language. We are submitting this request without the objectionable language by requesting specific projects.

Snow removal equipment.—We are requesting the restoration of $1 million for snow equipment to expedite the clearing of streets during and after snowstorms. This was an amendment to the budget and an additional Federal payment of $1 million was requested to finance the augmented.

Board of Police and Fire Surgeons.—The House committee has directed the Commissioners to abolish the part-time physicians of this Board and eliminated the cost of medical service in the Police and Fire Departments. It was recommended that necessary services be provided at the D.C. General Hospital. The amount involved $241,000. The Commissioners are concerned by the high cost of this service, but pending a study as to location, administration, and cost of these services, restoration is recommended. A report can be furnished to the House and Senate Appropriation Committees no later than January 1, 1962.

Relocation service—The request for this service amounted to $35,590. The House cut the entire amount and restoration is requested. The purpose is to provide housing for families who are dislocated due to actions of the District government. There have been discussions that this service should be combined with that of the R.L.A. The Commissioners believe in the principle of centralized services, but again a study will be made as to the most appropriate method of performing the task. With the deletion in force, no funds are available to supply much needed services to those to be displaced by code enforcement, highway, and other programs.

School counselors.—The House deleted this request for 10 counselors at a cost of $63,891. Restoration is requested. It is increasingly difficult for the regular classroom teacher to deal effectively with emotional and personality

problems of the individual child. The purpose of this very important project is to provide specialists trained in child guidance procedures.

Before concluding my remarks, I would again like to refer to the Federal payment which is of such utmost importance to the District of Columbia. The request for $33.5 million is composed of the authorized amount of $32 million and $1.5 million of the heretofore authorized but unappropriated total which amounts to $29 million through the fiscal year 1961. In the interest of time, I would like to refer you to the attached table which supports, in detail, our request for the Federal payment.

We have several other statements that the committee might like to have inserted in the record. They are as follows: Schedule of Tax Comparisons in Washington Metropolitan Area, Real Estate Assessments—Taxable and Exempt.

Again the Commissioners appreciate this opportunity to appear before this committee and are prepared to justify the items.

GENERAL STATEMENT

Senator BYRD. Mr. Tobriner, I welcome you before the committee this morning and welcome the attendance of the other Commissioners. You may proceed with the presentation of your request.

Mr. TOBRINER. Thank you very much, Mr. Chairman. I would like to present, Senator Byrd, Mr. John B. Duncan our new Commissioner.

Senator BYRD. We are glad to have you here with us, Mr. Duncan.

Mr. DUNCAN. I am pleased to be here.

Senator BYRD. And we wish you a very enjoyable and a successful tenure of office.

Mr. DUNCAN. Thank you.

Senator BYRD. You may proceed.

FISCAL YEAR 1962 BUDGET ESTIMATES

Commissioner TOBRINER. Thank you, Mr. Chairman. The Commissioners appreciate the opportunity of appearing before you to testify on items included in the District of Columbia appropriations bill, 1962, and to request the restoration of certain amounts that were deleted in the House recommendations.

The budget estimates for expenditures of the District of Columbia for the fiscal year 1962, as submitted to Congress in January of this year, amounted to $287,453,188. However, House Documents Nos. 142 and 185 contained amendments which increased the total requests to $292,438,188, which was the amount considered by the House. This consisted of $231,563,000 for operating expenses and $60,875,188 for capital outlay.

In addition to estimates from District funds, the estimates included Federal payments to the general fund, $36 million; water fund for the consumption of water, $1,855,000; and the sanitary sewage works fund for sewer usage, $898,000; or a total of $38,753,000. House Document 185 added a payment of $1 million to the general fund which increased the amount for Federal funds reviewed by the House to $39,753,000.

HOUSE ACTION

The House Appropriations Committee allowed $268,122,400 (operating expenses $226,343,500, and capital outlay $41,778,900), the amount of the bill pending before you. The cuts were applied to almost every appropriation in the bill, in part with the concurrence of the Commissioners. In addition to reducing the estimates of ap-

propriations for the District of Columbia, the House also eliminated $7 million from the requested Federal payment of $37 million for the general fund. This has the effect of reducing the revenues of the general fund of the District of Columbia.

To finance their recommendations payable from the general fund, the House increased the Federal loan from $16 to $20.4 million, recommended that the Commissioners increase the real estate tax from $2.30 to $2.50 for each $100 of assessed valuation which would produce $4.5 million, and assumed that the pending revenue bill would yield $7.5 million. The Commissioners have already taken action to increase the real estate tax for the fiscal year 1962 at the recommended rate. In reference to the new tax increases, the revenue bill as reported by the Senate District Committee (H.R. 258) is estimated to yield revenues as follows:

REVENUE BILL

On the assumption that the revenue bill will become law in August 1961 the increase in the sales tax will produce as revenue $6,300,000 and subsequently will yield annually $9 million.

The increase in the proposed sales tax on rooms and lodgings furnished transients for the fiscal year 1962 will produce in 1962 on the same assumption $440,000 and thereafter $650,000.

The cigarette tax increase assuming that the bill becomes law in August of this year will produce $1,940,000 and annually thereafter $2,600,000.

The alcohol and spirits tax increase will produce for the remainder of this year $840,000 and thereafter $1,100,000.

The amendment of the District of Columbia Income and Franchise Tax Act, which is a one-shot operation, will yield $2 million.

The real estate deed recordation tax will in fiscal year 1962 yield $1,050,000 and thereafter $1,500,000, making total expected revenues if the increases are granted and these taxes are imposed of a total of $12,570,000 on the assumption that the bill becomes law in August 1961 and thereafter will yield annually $14,850,000.

Based on the financing assumptions of the House Appropriations Committee, the bill as passed the House will result in an unobligated balance in the general fund of $290,000. Since the House action our actual revenues for the fiscal year 1961 have been totaled and an additional revenue of $1,105,000 is now available in fiscal year 1962, that is, for judgments, audited claims, tax refunds, and the like. However, a reserve for indefinite appropriations of $350,000 should be established and there are pending supplementals amounting to $145,000. After considering these changes, the revised balance would be $900,000.

RESTORATIONS REQUESTED

Of the House Appropriations Committee reductions of $24,315,788, the Commissioners are requesting restoration of $4,791,000. All except $467,600 of these requests are chargeable to the general fund, with $2,873,000 for operating expenses and $1,918,000 for capital outlay. It is proposed to apply the $900,000 in the general fund against the request for restoration of $4,323,400 which would leave a shortage of $3,423,400. It is requested that the Federal payment of $30 million be increased to $33.5 million to finance this deficit. In the event

that H.R. 258, which is the revenue bill, is enacted to yield in 1962 an amount in excess of the $7.5 million anticipated by the House Appropriations Committee, this request for an increase in the Federal payment or the proposed loan for public works can then be reduced by an equivalent amount.

HIGHWAY FUND

With respect to the highway fund, it was estimated at the time of the House presentation that there would be an unappropriated balance at the end of fiscal year 1962 amounting to $46,000. The House deleted items amounting to $2,020,300, which resulted in a balance of $2,066,300. The Commissioners are requesting a restoration of $467,600 which, together with revenue revisions in 1961 and reserves of $162,000, will leave an estimated balance at the end of 1962 of $1,350,400.

WATER FUND

The water fund was reduced by $2,200. The Commissioners are requesting no restoration and the availability in this fund at the end of 1962 will be $126,000.

SANITARY SEWAGE WORKS FUND

Although the sanitary sewage works fund was reduced by only $9,500, the revision of revenues shows a deficit of $989,000 in this fund. This represents a delayed payment by the State of Maryland amounting to approximately $1 million. This apparent deficit will be eliminated upon receipt of this payment.

MOTOR VEHICLE PARKING FUND

The House eliminated items amounting to $61,500 payable from the motor vehicle parking fund. No restoration of these reductions is being requested and it is estimated that the balance in this fund will be $4,107,000 at the end of 1962.

APPROPRIATION STRUCTURE

There are many very important items in the pending bill and requested resorations. I would like to discuss briefly a few of them:

The bill, as passed the House, has consolidated the number of appropriations from 34 to 9. The Commissioners favor this revision since it will permit more flexibility of operation. Legislation will be requested to authorize expenditures as recommended by the House Appropriations Committee.

BUILDING CODE ENFORCEMENT

This very important activity involves five District agencies. The amount requested in the budget estimates was $206,000. The House cut $100,018 and the Commissioners are requesting full restoration. The allowance will provide for building and fire inspection, but makes no provisions for legal work, appeals hearings, and relocation of displaced families. The new building code for the District was adopted after many years of study and if it is to be properly enforced, it is necessary to have the amount of the budget estimate.

IMPROVEMENT OF SECOND PRECINCT

This is an experimental project in conjunction with our desires to reduce dependency of individuals on the District by assisting and instructing these people to become more useful citizens. It will require building inspection, health and welfare services, education, and recreational opportunities. If successful, it can be applied in other areas with a possible subsequent reduction in health and welfare services. Again this involves seven departments. The amount requested was $294,392, which was entirely deleted by the House. Full restoration is requested.

PUBLIC ASSSISTANCE

Although the House allowed the entire amount requested for public assistance grants, the Commissioners are greatly concerned about the continual increasing cost of this activity. In addition to our own studies, we are following very closely any techniques being developed by other areas of the country, such as the Newburgh, N.Y. plan, to retard the increase or to make recipients more productive individuals.

PAYMENTS TO BOARD MEMBERS

The House deleted these requests for all departments, with the recommendation that legislation be submitted permitting the District to accept voluntary services. Such legislation has been drafted but restoration of the items is requested on the basis that if legislation is enacted in this session of Congress and the board members agree to volunteer their services, the unexpended balances will be returned to the Treasury for credit to the District.

AID FOR THE GREATER NATIONAL CAPITAL COMMITTEE OF THE METROPOLITAN WASHINGTON BOARD OF TRADE

This item amounting to $50,000 was approved by House Appropriations Committee. However, it was deleted on the floor of the House by a point of order against language. We are submitting this request without the objectionable language by requesting specific projects.

SNOW REMOVAL EQUIPMENT

We are requesting the restoration of $1 million for snow equipment to expedite the clearing of streets during and after snowstorms. This was an amendment to the budget and an additional Federal payment of $1 million was requested to finance the augmented program.

BOARD OF POLICE AND FIRE SURGEONS

The House committee has directed the Commissioners to abolish the part-time physicians of this Board and eliminated the cost of medical service in the Police and Fire Departments. It was recommended that necessary services be provided at the District of Columbia General Hospital. The amount involved is $241,000. The Commissioners are concerned by the high cost of this service, but pending a study as to location, administration, and cost of these services, restoration is recommended. A report can be furnished

to the House and Senate Appropriations Committees no later than January 1, 1962.

RELOCATION SERVICE

The request for this service amounted to $35,590. The House cut the entire amount and restoration is requested. The purpose is to provide housing for families who are dislocated due to actions of the District government. There have been discussions that this service should be combined with that of the Redevelopment Land Agency. The Commissioners believe in the principle of centralized services, but again a study will be made as to the most appropriate method of performing the task. With the deletion in force, no funds are available to supply much needed services to those to be displaced by code enforcement, highway and other programs.

SCHOOL COUNSELORS

The House deleted this request for 10 counselors at a cost of $63,891. Restoration is requested. It is increasingly difficult for the regular classroom teacher to deal effectively with emotional and personality problems of the individual child. The purpose of this very important project is to provide specialists trained in child guidance procedures.

FEDERAL PAYMENT

Before concluding my remarks, I would again like to refer to the Federal payment which is of such utmost importance to the District of Columbia. The request for $33.5 million is composed of the authorized amount of $32 and $1.5 million of the heretofore authorized but unappropriated total which amounts to $29 million through the fiscal year 1961. In the interest of time, I would like to refer you to the attached table which supports, in detail, our request for the Federal payment.

We have several other statements that the committee might like to have inserted in the record. They are as follows:

Schedule of Tax Comparisons in Washington Metropolitan Area.

Real Estate Assessments—Taxable and Exempt.

(The information referred to follows:)

FEDERAL PAYMENT TO THE DISTRICT OF COLUMBIA

Washington is more than a seat of government. It is the symbol of our great Federal Union and has a place in the hearts and the minds of all Americans and of free peoples everywhere. Washington gives meaning to the personality and the spirit of a great Nation in a free world society. These considerations impose such special requirements as: Subordination of local interests to the Federal interest in matters of planning, zoning, and related activities; maintenance of wide avenues and beautiful streets; dedication of large areas of valuable land to Federal purposes; exemplary standards in health, welfare, and educational programs; special tax benefits for large segments of the local community; and numerous other factors which, on the one hand, occasion increased costs and, on the other, handicap revenue possibilities.

Obligations occasioned by the Federal interest, and thus considered properly chargeable to the Nation's taxpayers, are met through an annual Federal payment to the District of Columbia government. Annual Federal payments have been made in varying amounts since the District of Columbia was established as the Nation's Capital.

From 1879 through 1920 the Federal payment was 50 percent of the general fund appropriation; i.e., of each dollar appropriated to operate and maintain the District, the local taxpayer paid 50 cents with the remaining 50 cents being paid by the Federal Government.

In 1921 the Congress of the United States discontinued its practice of paying 50 percent of the cost of operating the District of Columbia. Since that time,

the percentage of costs borne by the United States has fluctuated from a high of 39.5 percent of general fund appropriations in 1924 to a low of 8.5 percent in 1954. Since 1956, the Federal payment has been only slightly over 12 percent. The increased authorization of 1958 (Public Law 85–451) provides for an annual payment of $32 million, which is approximately 12.9 percent of the general fund budget estimate for fiscal year 1962.

LIMITATIONS UPON REVENUE POSSIBILITIES

Illustrative of the ways in which the District's revenues are limited through its role as the Federal City, are:

1. The city was established and developed to serve the Federal Government as its Capital. It does not have and probably never will have independent basic industries that would support it. The Federal Government is actually the major "industry" in the District. The tax-exempt status of the Federal Government deprives the District of major sources of tax revenue that are paid by the principal employers and land users in other cities. Recent studies show that a cross section of the Nation's largest corporations pay approximately $1 in State and local taxes for every $20 spent for salaries. If the same ratio were applied to the annual Federal payroll of more than $1,250 million in Washington, and the Federal Government were to pay to the District the amount which a private employer of comparable size would pay in State and local taxes, the annual Federal payment to the District would approximate $62.5 million.

2. Washington attracts tax-exempt activities such as foreign agencies, patriotic organizations, and others, because it is the Capital City. Each year more property is taken off the tax rolls. Property with an assessed value of $81 million has been taken off in the last 3 years, making the total $275.3 million now exempt.

3. Building height limitations are set to prevent any commercial structure from overshadowing Federal structures, which precludes the skyscrapers common to large cities. This limitation holds down realty values and, as a result, tax revenues. For example, Chicago in its central business district has an employment density of about 160,000 persons per square mile contrasted with 90,000 in Washington.

4. Many local residents maintain their legal domiciles elsewhere and are thereby exempt from payment of District of Columbia income tax. Also, among District residents is an extraordinary number of persons in the military service who are exempt from the District of Columbia income tax under the Soldiers' and Sailors' Civil Relief Act.

5. Many cities extend their boundaries to include growing suburbs. This obviously is not possible here, but is particularly pertinent to the city's problem in view of the fact that during the postwar years the income of District residents is not increasing at the rate of the surrounding suburbs. The median family income per household in 1947 and 1958 compares as follows:

	1947	1958	Percentage increase
District of Columbia	$3,836	$5,660	47.5
Suburban areas	4,639	7,940	71.2

Source: 1947 data, U.S. Census Bureau; 1958 data, Washington Board of Trade: Dr. J. P. Picard.

INCREASED COSTS

In the matter of expenses, the District incurs increased costs over and above those incurred by an ordinary city because it is the Nation's Capital. Some examples of these increases follow:

1. The Fine Arts Commission and National Capital Planning Commission require that most public works structures be designed to harmonize with the Federal master plan for the Capital City. It is estimated that the structure of the new Theodore Roosevelt Bridge will cost $2.5 million or 33 percent extra, because of this. The Municipal Center is also an illustration of fine monumental construction consistent with such concepts. Furthermore, the delay in receiving concurrence of other agencies frequently defers construction which results in considerable additional cost.

2. The federally conceived plan of the city calls for wide, beautiful, tree-lined streets such as few other major cities enjoy. Planting and maintaining these

trees is costing over $620,000 this year, and further increases are in sight. Wide streets also mean additional paving costs.

3. An unusually fine federally operated zoo is wholly paid for by the District of Columbia. The cost this year is approximately $1.3 million.

4. The National Park Service receives more than $3.3 million each year from the District of Columbia primarily for the maintenance and operation of federally owned and controlled parks in the city. Of this amount, the District pays approximately $630,000 per year to support the park police. This is considerably more park land and more park expenditures than are customary in comparable cities.

5. The District has unique Federal legislation which frequently adds considerably to the cost of maintaining the city. For instance, under Public Law 648, 79th Congress, as amended, the District is required to share the cost of Federal grants for the construction of a hospital center and other hospitals. The unpaid liability for these purposes is $17.1 million. It is estimated that 30 percent of the patients treated at these hospitals are non-District residents.

6. Because of Federal expansion in the area, Washington is now completely encircled by a thickly settled area that is more populous than the city itself, and which requires the construction of expensive arterial highways to enable suburban populations to move to and from the city. The fact that two rivers have to be crossed by much of this traffic requires the construction of very costly bridges.

The District, more so than other municipalities, renders numerous services to nonresidents. Faced with a somewhat similar situation, some cities have resorted to a payroll or earnings tax applicable to residents and nonresidents alike. The imposition of such a tax in the District would, however, further increase the already heavy tax burden since District residents would pay about two-thirds of the total yield.

TAX COMPARISONS

A significant comparison of taxes is one which measures the relative burden of taxes upon the taxpayer. The following table shows both the present and proposed level of District taxes compared with the current level of taxes in other Washington metropolitan area jurisdictions.

Metropolitan area tax burden fiscal year 1962 (family of 4 owning a house and a car)[1]

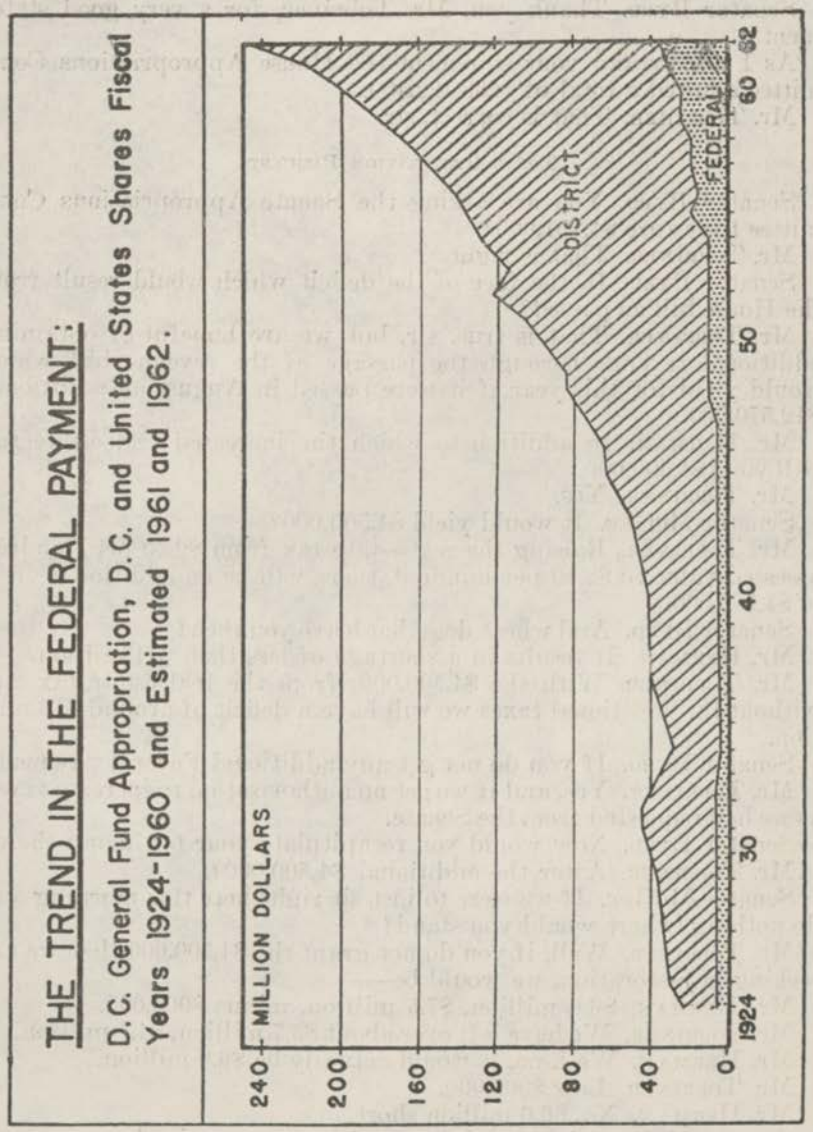
Income level	District of Columbia tax		Metropolitan area jurisdictions including District of Columbia (proposed)		
	Present	Proposed by Senate District Committee	Low tax	Median tax	High tax
$5,000	$291	$308	$237	$273	$308
$7,500	395	420	328	370	423
$10,000	543	573	515	573	601
$15,000	872	922	904	940	994

[1] Includes sales, personal income, real and personal property taxes, and auto tags.

It is evident that the level of direct taxes in the District will be comparable to or higher than the average for the metropolitan area generally if the proposed revenue program is enacted. During recent years the metropolitan area has become such a closely knit economic unit that it is neither equitable nor economically feasible for residents and businesses of the District to be taxed at a higher level than those of the environs of the District.

CONCLUSION

This leads to the conclusion that the only feasible long-term solution to the District's financial problems, which are created principally by its dual role as a local community and as the Nation's Capital, is for the Congress, in exercising its exclusive legislative authority over the District of Columbia, to provide financial support, over and above that which can be derived from taxing District residents and businesses at rates comparable to those of surrounding communities, to the extent necessary to make the District a modern, attractive, and efficient community which meets the requirements associated with being the Capital of the United States.


THE TREND IN THE FEDERAL PAYMENT:
D.C. General Fund Appropriation, D.C. and United States Shares Fiscal Years 1924-1960 and Estimated 1961 and 1962.
MILLION DOLLARS
240
200
160
120
80
40
0
1924
30
40
50
60
62
DISTRICT
FEDERAL

HOUSE ALLOWANCE

Mr. TOBRINER. Again the Commissioners appreciate the opportunity to appear before this committee and are prepared to justify the items.

Thank you, Mr. Chairman.

Senator BYRD. Thank you, Mr. Tobriner, for a very good statement.

As I understand your statement the House Appropriations Committee allowed a total of $268,122,400.

Mr. TOBRINER. That is correct, sir.

TOTAL RESTORATION REQUEST

Senator BYRD. You are asking the Senate Appropriations Committee to restore $4,791,000?

Mr. TOBRINER. That is right.

Senator BYRD. In the face of the deficit which would result from the House bill as passed?

Mr. TOBRINER. That is true, sir, but we are hopeful of obtaining additional revenue through the passage of the revenue bill which would yield for this year if it were passed in August an additional $12,570,000.

Mr. HERMAN. In addition to which the increased real estate tax will yield $4,500,000.

Mr. TOBRINER. Yes.

Senator MCGEE. It would yield $4,500,000?

Mr. TOBRINER. Raising the real estate tax from $2.30 per hundred assessed value to $2.50 per hundred, there will be an additional yield of $4,500,000.

Senator BYRD. And where does that leave you then?

Mr. HERMAN. It results in a shortage of less than $11 million.

Mr. TOBRINER. With the $4,500,000, from the real estate tax and without the additional taxes we will have a deficit of around $10 million.

Senator BYRD. If you do not get any additional Federal payment?

Mr. TOBRINER. Yes, and if we get no authorization to increase taxes, as we had requested from the Senate.

Senator BYRD. Now would you recapitulate your testimony there?

Mr. TOBRINER. After the additional $4,500,000?

Senator MCGEE. If we were to just sit right here this morning and do nothing, where would you stand?

Mr. TOBRINER. Well, if you do not grant the $4,500,000 that we are seeking in restoration, we would be——

Mr. HERMAN. $6.6 million, $7.5 million, minus $900,000.

Mr. TOBRINER. We have left over about $5.7 million, $4.7 million.

Mr. HERMAN. Well, no, it would actually be $6.6 million.

Mr. TOBRINER. Less $900,000.

Mr. HERMAN. No, $6.6 million short.

Senator MCGEE. As of right now without any action?

Mr. HERMAN. Yes.

Senator BYRD. Let us get a definite picture of what you are confronted with. You started to recapitulate.

Mr. TOBRINER. Yes. With the increase in the real estate tax we would then have, without the restorations we are now seeking, a deficit of around $6.6 million.

Senator BYRD. The additional revenue that you expect from the increase in the real estate tax is how much?

Mr. TOBRINER. $4.5 million.

Senator BYRD. $4.5 million?

Mr. TOBRINER. Yes.

Senator BYRD. And so with that increase and with no restoration of a single dollar, what would your deficit be?

Mr. HERMAN. $6.6 million.

Senator BYRD. $6.6 million if you only get $30 million Federal grant?

Mr. TOBRINER. That is correct. If, however, you should increase the Federal payment and we should obtain additional revenue by authorized increases in taxes we would reduce the Federal payment by the amount we raised in additional revenue from such taxes.

TAX BILL AND FEDERAL PAYMENTS

Senator BYRD. Would you point out once again, what would you expect the increased revenues to be if the tax bill were passed as reported by the Senate?

Mr. TOBRINER. $12,570,000.

Senator BYRD. In addition to the increase in the revenues from the higher real estate tax?

Mr. TOBRINER. That is correct.

Senator MCGEE. The $12,500,000 would be laid alongside the $6.6 million?

Mr. TOBRINER. That is correct.

Senator MCGEE. And the difference between those you would subtract from the $36 million in Federal payment?

Mr. TOBRINER. That is correct.

Senator BYRD. Then you would have $12.5 million coming in from additional revenue accruing as the result of the passage of the Senate version of the bill?

Mr. TOBRINER. Yes, sir.

Senator BYRD. And that would wipe out the anticipated $6.6 million deficit?

Mr. TOBRINER. That is correct, sir.

Senator BYRD. Giving you $6 million surplus; is that right?

Mr. TOBRINER. That is correct.

Mr. BACK. Without any restoration?

Mr. TOBRINER. Without restoration. If we had the restoration it would give us approximately $1.3 million in surplus out of which we would have to retain a reserve fund of around $350,000.

Senator BYRD. Senator McGee?

Senator MCGEE. I have no further questions at the moment as long as we can get those figures straightened out. I think it is covered well by this explanation of yours that any gain you ultimately realize net would be deducted from the Federal payment.

Mr. TOBRINER. Or the loan authorization.

Senator BYRD. Is the $6.6 million deficit under the House bill or under the Senate bill?

Mr. HERMAN. The House bill, Mr. Chairman.

Senator BEALL. In other words, if we should bring out this bill pending in the committee you would have a balanced budget?

Mr. HERMAN. Balanced budget——

Mr. TOBRINER. Yes.

Mr. HERMAN. We would have a surplus.

Senator BYRD. You would have a surplus even though you were granted the restoration, of almost $5 million?

Mr. TOBRINER. A little under $2 million, if the House passed all of these additional revenue measures——

Senator BEALL. You mean if the Senate passed the present bill now on the calendar and the House bill?

Mr. TOBRINER. The House already passed an increase in the sales tax.

STATUS OF REVENUE BILL

Senator BEALL. And all of these other increases—and you feel that if the Senate passes this bill with that—of course, do you feel that the committee will approve the Senate version of the present tax bill?

Mr. TOBRINER. I think it is highly doubtful whether they would go for all of these tax increases, one in particular, which would be the increase on rooms and lodgings which, of course, is only $440,000, but there may be objections to other parts of the revenue measure.

BUDGETARY SITUATION

Senator BYRD. Let us go back again for purposes of the record and draw a clearer picture of the budgetary situation.

As you know, we have to submit a balanced budget in this bill. Your total revenues without the passage of the revenue bill of the Senate would amount to $264 million?

Mr. TOBRINER. That is right.

Senator BYRD. Including a Federal payment of $36 million?

Mr. TOBRINER. That is correct.

Senator BYRD. With a Federal payment of $30 million the total revenue would be in round figures $258 million?

Mr. TOBRINER. That is right.

Senator BYRD. And the House bill as passed would provide for an expenditure of about $268 million, is that correct?

Mr. TOBRINER. Just let me check that.

Mr. BACK. That is correct.

Mr. TOBRINER. That is correct.

Senator BYRD. All right. Then the House bill would leave a deficit of approximately $10 million, if the Federal payment is $30 million?

Mr. TOBRINER. That is correct.

Senator BYRD. Without the restoration?

Mr. TOBRINER. Right. With or without?

Mr. BACK. $6.6 million without.

Senator BYRD. At this point we have around $10 million deficit without restoration?

Mr. TOBRINER. Yes.

Senator BYRD. And if the Senate restored the $4.7 million there would be a deficit of approximately $15 million?

Mr. TOBRINER. Yes, $14.7 million.

Senator BYRD. If the revenue bill pending in the Senate is passed, how much would be the additional revenue accruing therefrom?

Mr. TOBRINER. For this year $12,570,000. In ensuing years it would be $14,850,000.

Senator BYRD. Which would leave a deficit of $2 million?

ESTIMATED REVENUES UNDER TAX BILL

Mr. TOBRINER. $2,200,000 roughly for this year.

Senator BYRD. $2,200,000 roughly. Now for the record would you insert in the record, or if you have the figure, we would like for you to state it for the Senate committee: the amount of revenue expected to accrue per item in the revenue bill.

Mr. TOBRINER. I have that, yes.

Senator BYRD. Would you please state it?

Mr. TOBRINER. For the balance of the fiscal year——

Senator BYRD. Yes.

Mr. TOBRINER. From the increase in the sales tax on the assumption that the bill becomes law in August we would receive $6,300,000; for each month the bill is delayed there is roughly a reduction in the sales tax revenue of $750,000.

From the increase in sales tax on rooms and lodgings for transients we would expect to receive for the balance of the fiscal year 1962 $440,000.

From the proposed cigarette tax an increase of $1,940,000.

From the alcohol and spirits tax increase $840,000.

From the one-time acceleration of the franchise and income tax payment $2 million.

And from the proposed tax on the transfer of real estate $1,050,000, making a total of $12,570,000 which is anticipated if the bill that has passed the Senate committee is enacted into law.

Senator BYRD. Thank you, Mr. Tobriner. You had this in the statement but I thought we ought to have it at this point where we are trying to clarify the budgetary picture.

Mr. TOBRINER. Yes, sir.

Senator BYRD. So if the Senate were to restore $3.5 million of the Federal payments you would then have a surplus in the event the tax bill were to be passed——

Mr. TOBRINER. In every item.

Senator BYRD (continuing). You would have a surplus of a little over $1 million?

Mr. TOBRINER. That is right, assuming that every item in the Senate proposal were agreed to by the House.

Senator BYRD. Yes. Any questions?

Senator MCGEE. No; I think I understand that.

Senator BYRD. Senator Schoeppel?

FEDERAL PAYMENT

Senator SCHOEPPEL. Just two or three questions. I understand you have asked for $36 million.

Mr. TOBRINER. Yes, sir.

Senator SCHOEPPEL. The House has granted you approximately $30 million; haven't they?

Mr. TOBRINER. Yes, sir.

Mr. TOBRINER. That is correct.

Senator SCHOEPPEL. It is my understanding under Public Law 85–451 the Congress authorized payment of $32 million. Is that correct?

Mr. TOBRINER. Yes, sir.

Senator SCHOEPPEL. Has the Congress ever appropriated this amount since 1958?

Mr. TOBRINER. No, sir.

Senator SCHOEPPEL. Now, if the Federal Government paid taxes on its land holdings and improvements at the same rate as any other taxpayer how much would that amount to?

Mr. TOBRINER. Mr. Back can give you that.

Mr. BACK. For this year under the new increased real estate rate it would be approximately $37 million. Federal property is assessed at approximately $1,500 million.

Senator SCHOEPPEL. How much would it be under the old rate?

Mr. BACK. The old rate—I have the figure here. Maybe I can find it.

Senator BYRD. Around $32 million?

Mr. BACK. Around $32 million.

TAX EXEMPT AGENCIES AND ORGANIZATIONS

Senator SCHOEPPEL. Can you give this committee some idea of the tax losses from all of these other agencies and partiotic organizations and so forth, have you got anything worked out on those?

Mr. BACK. Yes, sir. I have a statement. For the foreign governments the tax that would have been paid last year was $591,668. Now, sir, under the new rate it would be $2.50 per hundred instead of $2.30 per hundred and I have all of these in the statement.

The religious organizations would have paid $2,605,316; educational institutions, $1,605,948. I have listed the foreign governments. Charitable organizations, $353,957; cemeteries, $11,752; hospitals, $585,134; libraries, $69,728 and miscellaneous items $800,000 making a total for what we call the "other exempt" of $6,805,970 that would have been paid in taxes if it had been taxable.

Senator MCGEE. What was that total?

Mr. BACK. $6,805,970 in the "other exempt" category. That does not include the Federal Government or the District government.

Senator SCHOEPPEL. No further questions.

Senator BYRD. Senator Beall.

Senator BEALL. Nothing at the moment, Mr. Chairman, thank you.

Senator MCGEE. Does that not suggest the obvious, Mr. Chairman, that even at the $36 million figure, if we were making a Federal payment of that total, it certainly would not be overpaying the just share of the Government here as far as the taxload is concerned?

Senator BYRD. It would appear so.

Senator MCGEE. I think that is an important point to have in mind.

Senator BYRD. I believe you started getting $20 million in Federal payment in 1955, didn't you——

Mr. TOBRINER. I think so, until 1920, the payment as you know was 50–50 and it was up as high as 39 percent and down as low as, I believe, 8 percent. It is currently about 12 percent.

Mr. HERMAN. With the restoration it would be 14 percent.

Mr. TOBRINER. With the $36 million it would be 14 percent.

Senator BYRD. What would it be with $30 million?

Mr. TOBRINER. I believe 12—is that right?

Mr. HERMAN. Under the bill as reported by the House roughly 13 percent.

Mr. TOBRINER. 12.9.

Senator BYRD. At this point I will have inserted in the record the table showing the figures for the fiscal years 1924 through 1962 and the amount and the percent as between the United States and the District of Columbia.

(The table referred to follows:)

General fund appropriations for the fiscal years 1924–62 and the amount and percentage between the United States and the District of Columbia

Fiscal year	Total appropriations	District of Columbia share	U.S. share	Percentage of U.S. share
1924	$23,903,755	$14,463,330	$9,440,425	[1] 39.49
1925	31,175,672	22,030,317	9,145,355	29.33
1926	31,139,730	22,139,638	9,000,092	28.90
1927	33,951,478	24,950,987	9,000,491	26.51
1928	34,894,148	25,892,358	9,001,790	25.79
1929	35,957,970	26,957,753	9,000,217	25.03
1930	40,694,306	31,694,306	9,000,000	22.12
1931	45,625,286	36,125,252	9,500,034	20.82
1932	43,840,022	34,339,911	9,500,111	21.67
1933	39,626,998	31,851,847	7,775,151	19.62
1934	29,700,737	24,000,708	5,700,029	19.19
1935	34,620,004	30,080,709	4,539,295	13.11
1936	38,295,953	32,588,424	5,707,529	14.90
1937	40,182,768	35,177,768	5,005,000	12.46
1938	41,143,818	36,118,792	5,025,026	12.21
1939	40,494,451	35,494,451	5,000,000	12.35
1940	41,777,885	35,777,768	6,000,117	14.36
1941	43,136,909	37,136,909	6,000,000	13.91
1942	47,401,269	41,401,269	6,000,000	12.66
1943	49,422,932	43,422,932	6,000,000	12.14
1944	54,642,247	48,642,247	6,000,000	10.98
1945	62,599,125	56,599,125	6,000,000	9.58
1946	64,728,423	58,728,423	6,000,000	9.27
1947	72,584,314	64,584,314	8,000,000	11.02
1948	81,744,086	70,744,086	11,000,000	13.46
1949	86,017,985	75,017,985	11,000,000	12.79
1950	98,331,275	87,331,275	11,000,000	11.19
1951	103,924,822	94,124,822	9,800,000	9.43
1952	121,265,978	110,865,978	10,400,000	8.58
1953	113,589,327	103,589,327	10,000,000	8.80
1954	129,111,304	118,111,304	11,000,000	8.52
1955	139,578,760	119,578,760	20,000,000	14.33
1956	143,179,303	125,179,303	[2] 18,000,000	12.57
1957	155,579,025	135,579,025	[3] 20,000,000	12.86
1958	166,096,999	146,096,999	[3] 20,000,000	12.04
1959	185,915,914	160,915,914	[4] 25,000,000	13.45
1960	199,806,074	174,806,074	[4] 25,000,000	12.51
1961 estimate	[5] 222,231,507	197,231,507	[4] 25,000,000	11.25
1962 estimate	[6] 230,896,041	200,896,041	30,000,000	12.99
1962 estimate	[7] 235,219,441	201,719,441	33,500,000	14.24

[1] Prior to 1923 the percentage of the United States was set at 50 percent.
[2] The Federal payment authorized for 1956 was $20,000,000.
[3] The Federal payment authorized for 1957 and 1958 was $23,000,000.
[4] The Federal payment authorized for 1959, 1960, and 1961 was $32,000,000.
[5] Includes $10,008,800 indefinite appropriation for capital outlay.
[6] As passed the House, including $4,736,300 contained in budget amendments and $56,701 unbudgeted items.
[7] As requested restored in Senate.

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SALES TAX

Senator BYRD. Senator Schoeppel?

Senator SCHOEPPEL. Let us go back to the sales tax again for a minute.

Mr. TOBRINER. Yes, sir.

Senator SCHOEPPEL. For the record what is the sales tax and in what categories?

Mr. TOBRINER. One percent sales tax on food, 2 percent sales tax on other items, other than hotel or transient rooms or hotels.

Senator SCHOEPPEL. When was the last change you had in the sales tax?

Mr. BACK. The last change was about 1954 when they adopted the 1 percent sales tax on food. The 2 percent is the sales tax basic rate adopted in 1949 and in 1954 they put a 1 percent tax on food and I believe hotel rooms also——

Mr. TOBRINER. The present proposal would not increase the rate on food, only in the 2 percent categories.

Senator SCHOEPPEL. It does not?

Mr. TOBRINER. No, sir.

Senator SCHOEPPEL. You have rates much higher across the board?

Mr. TOBRINER. No, sir.

Senator MCGEE. May I ask a question at this point, Mr. Chairman?

Senator BYRD. Yes.

WORKING POPULATION—RESIDENT POPULATION

Senator MCGEE. I presume you have estimates on what it costs the District Government to provide the services, that go with the city to support the working population. I understand that this working population is larger than the resident population due to the fact that the city is the seat of the Federal Government. Do you have any figures on that?

Mr. TOBRINER. We do have some figures.

Mr. HERMAN. May we furnish them for the record?

Senator MCGEE. Yes, furnish them for the record, because it seems to me that one of our blind spots is there when we are trying to calculate the Federal responsibility.

Mr. TOBRINER. We do have figures on how much manufacturing concerns pay out in taxes, we have those figures. Of course, we have none here.

Senator MCGEE. I am thinking particularly of transportation services of one sort or the other, sanitation services, and the burden of supporting the "bedrooms of Alexandria and Bethesda."

Mr. TOBRINER. Right. We don't have those figures here.

Senator MCGEE. I think that would be an interesting addition to the record.

General CLARKE. Senator, I would like to have that made as an estimate.

Senator MCGEE. Yes, sir. I assume that it would be an educated guess, recognizing that it cannot be pinpointed. We will be satisfied with a fairly close approximation. I don't know how closely you can ever measure the Federal responsibility without this sort of calculation being constantly borne in mind. It is not fair to weigh the

formula as to nonresidents without it. I was caught in that bind last year when I moved.

General CLARKE. And if I may volunteer something else, to get in the additional costs in construction. I realize that is a common formula but I thought that it might be injected here in the context of the Federal obligation, we ought to keep this thought in the picture and——

IMPACT OF FEDERAL GOVERNMENT

Mr. TOBRINER. We have a statement prepared, Senator McGee, showing the impact of our being the Federal City as far as the Federal payment is concerned, and I believe what the general has referred to is such things as, for example, the necessity that was imposed upon us by the Fine Arts Commission of embellishing a bridge that otherwise would be purely structural.

Senator MCGEE. And there are other kinds of intangibles that go along with making this a proper goldfish bowl for the whole world to peer into. There are elements that go beyond residence.

Mr. TOBRINER. Yes. For example, there are our building height limitations so that no building overshadows a Federal building which again decreases property values.

General CLARKE. We can submit all of this for the record.

Mr. TOBRINER. Yes. We have a copy of it someplace here.

If I may, Mr. Chairman, submit this for the record, namely a report on the effect of being the Capital on our revenue situation.

Senator MCGEE. That would be very fine. Unfortunately at times I think that some of us get in the habit of bookkeeping on this sort of thing, playing the numbers, so to speak, and we leave out some kinds of things that cannot readily be reduced to numbers but that are also part of the overall obligation.

(The information referred to follows:)

EXCERPTS FROM THE FEDERAL PAYMENT TO THE DISTRICT OF COLUMBIA

Washington in being the seat of government imposes such special requirements as subordination of local interests to the Federal interest in matters of planning, zoning, and related activities; maintenance of wide avenues and beautiful streets; dedication of large areas of valuable land to Federal purposes; exemplary standards in health, welfare, and educational programs; special tax benefits for large segments of the local community; and numerous other factors which, on the one hand, occasion increased costs and, on the other, handicap revenue possibilities.

LIMITATIONS UPON REVENUE POSSIBILITIES

Illustrative of the ways in which the District's revenues are limited through its role as the Federal City, are—

1. The city was established and developed to serve the Federal Government as its Capital. It does not have and probably never will have independent basic industries that would support it. The Federal Government is actually the major industry in the District. The tax-exempt status of the Federal Government deprives the District of major sources of tax revenue that are paid by the principal employers and land users in other cities.
2. Washington attracts tax-exempt activities such as foreign agencies, patriotic organizations, and others, because it is the Capital City.
3. Building height limitations are set to prevent any commercial structure from overshadowing Federal structures, which precludes the skyscrapers common to large cities.
4. Many local residents maintain their legal domiciles elsewhere and are thereby exempt from payment of District of Columbia income tax.

5. Many cities extend their boundaries to include growing suburbs. This obviously is not possible here, but is particularly pertinent to the city's problem in view of the fact that during the postwar years the income of District residents is not increasing at the rate of the surrounding suburbs.

INCREASED COSTS

In the matter of expenses, the District incurs increased costs over and above those incurred by an ordinary city because it is the Nation's Capital. Some examples of these increases follow:

1. The Fine Arts Commission and National Capital Planning Commission require that most public works structures be designed to harmonize with the Federal master plan for the Capital City.

2. The federally conceived plan of the city calls for wide, beautiful, tree-lined streets such as few other major cities enjoy.

3. An unusually fine federally operated zoo is wholly paid for by the District of Columbia. The cost this year is approximately $1.3 million.

4. The National Park Service receives more than $3.3 million each year from the District of Columbia primarily for the maintenance and operation of federally owned and controlled parks in the city.

5. The District has unique Federal legislation which frequently adds considerably to the cost of maintaining the city.

6. Because of Federal expansion in the area, Washington is now completely encircled by a thickly settled area that is more populous than the city itself, and which requires the construction of expensive arterial highways to enable suburban populations to move to and from the city:

The District, more so that other municipalities, renders numerous services to nonresidents. Faced with a somewhat similar situation, some cities have resorted to a payroll or earnings tax applicable to residents and nonresidents alike. The imposition of such a tax in the District would, however, further increase the already heavy tax burden since District residents would pay about two-thirds of the total yield.

CONCLUSION

This leads to the conclusion that the only feasible long-term solution to the District's financial problems, which are created principally by its dual role as a local community and as the Nation's Capital, is for the Congress, in exercising its exclusive legislative authority over the District of Columbia, to provide financial support, over and above that which can be derived from taxing District residents and businesses at rates comparable to those of surrounding communities, to the extent necessary to make the District a modern, attractive, and efficient community which meets the requirements associated with being the Capital of the United States.

ESTIMATED SURPLUS OR DEFICIT

Senator BYRD. Mr. Tobriner, for the record, what is the estimated surplus as of June 30, 1962, in each of the five funds?

Mr. TOBRINER. I will ask if I may, Mr. Chairman, Mr. Herman to give you those detailed figures.

Mr. HERMAN. Mr. Chairman, do you want it based on restoration—the Senate bill or the House bill?

Senator BYRD. Both.

Mr. HERMAN. The general funds, estimated surplus $290,000, but that is taking into consideration the $7.5 million revenues that the House estimated from the revenue bill.

The highway fund, estimated surplus $2,066,000. In the water fund, a surplus of $83,000. Sewer fund, a deficit of $52,000. The motor vehicle parking fund, $4,124,000—that was from the House recommendations.

Now, with restoration, and if the Federal payment is increased by $3.5 million, the general fund surplus, $77,000. The highway fund surplus, $1,350,000. Water fund, $126,000. Sewage, $989,000. And

as Mr. Tobriner explained in the opening statement, that was a delayed payment and will eventually be eliminated.

The motor vehicle parking fund, a surplus of $4,177,0000.

Senator BYRD. Making a total surplus of what?

Mr. HERMAN. Under the first group of figures a surplus of $6.5 million, under the Senate restoration a surplus of $4,671,000 for all funds.

SURPLUS IN MOTOR VEHICLE PARKING FUND

Senator BYRD. Mr. Tobriner, what do the Commissioners plan to do with the surplus in the motor vehicle parking fund?

Mr. TOBRINER. That, sir, we hope to use for the development of additional parking facilities in the downtown parking area and under some of the proposed new super highways here.

Senator SCHOEPPEL. A municipal parking area?

Mr. TOBRINER. It would be an area that would be developed and made available for bid by private lessees. In other words, it is not the desire of the District of Columbia to go into the parking business, but it is the desire of the District to make available accessible and strategic parking locations which might be operated by private operators.

Senator MCGEE. And you would get direct income from leases?

Mr. TOBRINER. Yes, sir. And we get an income now from already existing meters.

Senator SCHOEPPEL. I understand you take in a little more than or a little over $1 million and spend less than half a million.

General CLARKE. About $500,000.

Senator SCHOEPPEL. And how would you handle the other $500,000?

General CLARKE. It is invested now in Government securities.

Senator MCGEE. How much have you invested now?

General CLARKE. About $3 million.

Senator SCHOEPPEL. Available on call for government activities?

Mr. TOBRINER. Yes, sir.

Senator MCGEE. That sounds like the reverse of robbing Peter to pay Paul. This is paying Peter to support Paul.

Senator SCHOEPPEL. What rate of interest do you get?

Mr. HERMAN. I think the current rate is 2.7 percent.

Senator SCHOEPPEL. Is there any move made to transfer some of this to your general funds?

General CLARKE. Not direct. To the highway fund—the House has introduced legislation which would transfer the balance to the highway funds and this is part of the tax legislation which is now pending before the House—well, the House has passed the bill and it is before the Senate. The Senate version would make this available for highway use.

Senator BEALL. That would come under, if you had that transfer, the snow removal?

General CLARKE. Could be—the general highway fund, which includes the snow removal.

Senator BEALL. The past winter of 1960–61, has that not been the worst in your memory?

Mr. TOBRINER. The worst in my memory, and I have been here a long time.

Senator McGee. And I have read in the Washington papers that the predictors are at it again. Some man has counted some kind of bird who looked at his feathers and decided that this winter would be still worse. You had better be ready.

Senator Byrd. You have not based your request for an additional $1 million on that kind of prediction?

Mr. Tobriner. No, sir.

Senator Byrd. Mr. Tobriner, would you insert in the record a table giving the breakdown of the revenues, general fund revenues; tax exempt properties, capital outlay items; the appropriation request; statement on loan authorization; statement on the estimated financial condition of the District of Columbia for fiscal year 1962; statement concerning the District of Columbia government operating expenses showing the major increases between fiscal year 1955 and the estimate for fiscal year 1962; a record of real estate assessments, District of Columbia taxable real estate and exempt and totals for fiscal year 1961; comparison of income taxes, real property taxes, personal property taxes, sales taxes, and auto tags in the Washington metropolitan area.

(The information referred to follows:)

TABLE I.—*Comparative statement of appropriations for 1960 and 1961 and estimates and amounts recommended in the bill for 1962 and the amount to be restored in the Senate*

Item No.	Activities	Appropriation, 1960 [1]	Appropriation, 1961 [2]	Estimate, 1962	House bill	House bill compared with—		Amendments requested to House bill
						1961 appropriations	1962 estimate	
	OPERATING EXPENSES							
	General operating expenses:							
1	Executive Office	$590,000	$673,960	[3] $879,000	$681,600	+$7,640	−$197,400	+$155,500
2	General administration	5,139,000	6,065,050	[4] 6,506,000	6,334,000	+268,950	−172,000	+60,600
3	Regulatory agencies	1,570,500	1,747,000	[5] 1,885,000	1,839,000	+92,000	−46,000	+14,700
4	Occupations and professions	327,000	421,000	499,000	480,000	+59,000	−19,000	
5	Public Library	2,478,000	2,802,000	3,033,000	3,030,000	+228,000	−3,000	
6	Veterans' affairs	107,000	116,500	118,000	118,000	+1,500		
7	Buildings and grounds	2,435,000	2,622,000	2,627,000	2,612,000	−10,000	−15,000	
8	Surveyor's Office	200,000	205,000	212,000	212,000	+7,000		
	Total, general operating expenses	12,846,500	14,652,510	15,759,000	15,306,600	+654,090	−452,400	+230,800
	Public safety:							
9	Civil defense	60,000	90,000	98,000	93,500	+3,500	−4,500	
10	Corporation Counsel	755,000	848,500	[6] 940,000	888,000	+39,500	−52,000	+52,000
11	Corrections	6,000,000	7,289,000	7,627,000	7,590,000	+301,000	−37,000	
12	Courts	5,396,000	5,953,300	6,069,000	[7] 6,065,000	+111,700	−4,000	
13	Fire	10,583,000	11,672,000	[8] 11,821,000	11,651,000	−21,000	−170,000	+133,000
14	Licenses and inspections	2,294,000	2,593,000	[9] 2,867,000	2,765,000	+172,000	−102,000	+72,400
15	Metropolitan Police	22,156,000	24,706,000	[10] 26,292,000	25,902,000	+1,196,000	−390,000	+390,000
16	Additional municipal services, inaugural ceremonies		200,000			−200,000		
17	National Guard	168,000	181,700	185,000	185,000	+3,300		
	Total, public safety	47,412,000	53,533,500	55,899,000	55,139,500	+1,606,000	−759,500	+647,400
18	Education: Public schools	46,882,000	51,652,700	[11] 54,508,000	53,870,800	+2,218,100	−637,200	+500,700
	Parks and recreation:							
19	National Capital Parks	3,074,000	3,386,000	3,505,000	3,414,700	+28,700	−90,300	
20	National Zoological Park	1,125,000	1,286,000	1,367,000	1,350,800	+64,800	−16,200	
21	Recreation Department	2,647,100	2,966,600	[12] 3,344,000	[7] 3,214,900	+248,300	−129,100	+25,000
	Total, parks and recreation	6,846,100	7,638,600	8,216,000	7,980,400	+341,800	−235,600	+25,000

See footnotes at end of table, p. 103.

TABLE I.—*Comparative statement of appropriations for 1960 and 1961 and estimates and amounts recommended in the bill for 1962 and the amount to be restored in the Senate*—Continued

Item No.	Activities	Appropriation, 1960 [1]	Appropriation, 1961 [2]	Estimate, 1962	House bill	House bill compared with—		Amendments requested to House bill
						1961 appropriations	1962 estimate	
	OPERATING EXPENSES—continued							
	Health and welfare:							
22	Public health	$35,083,076	$38,759,973	[12] $41,729,000	$40,285,000	+$1,525,027	−$1,444,000	+$131,000
23	Public welfare	17,370,000	20,282,650	[14] 22,116,000	21,816,500	+1,533,850	−299,500	+158,200
24	Vocational rehabilitation	247,000	321,000	383,000	[7] 376,000	+55,000	−7,000	
	Total, health and welfare	52,700,076	59,363,623	64,228,000	62,477,500	+3,113,877	−1,750,500	+289,200
	Highways and traffic:							
25	Highways and traffic	8,045,000	8,541,000	9,263,000	9,019,200	+478,200	−243,800	+143,600
26	Motor vehicles	1,202,000	1,362,600	1,515,000	1,482,000	+119,400	−33,000	+14,000
27	Motor Vehicle Parking Agency	230,000	193,000	199,000	197,500	+4,500	−1,500	
	Total, highways and traffic	9,477,000	10,096,600	10,977,000	10,698,700	+602,100	−278,300	+157,600
	Sanitary engineering:							
28	Department of Sanitary Engineering	15,080,000	17,430,000	[13] 18,061,000	16,957,000	−473,000	−1,104,000	+1,022,300
29	Washington aqueduct	2,480,000	2,666,000	2,692,000	2,690,000	+24,000	−2,000	
	Total, sanitary engineering	17,560,000	20,096,000	20,753,000	19,647,000	−449,000	−1,106,000	+1,022,300
30	Utility services, electricity	290,000						
31	Personal services, wage board employees	1,813,000	600,000	[16] 1,223,000	1,223,000	+623,000		
	Total, operating expenses, by funds:							
32	General fund	176,784,676	199,469,833	213,159,500	[7] 208,212,500	+8,742,667	−4,947,000	+2,715,400
33	Highway fund	9,125,000	7,829,900	7,628,200	7,364,900	−465,000	−263,300	+157,600
34	Water fund	6,355,500	6,581,300	6,701,600	6,699,400	+118,100	−2,200	
35	Sanitary sewage works fund	3,226,500	3,407,500	3,715,700	3,710,200	+302,700	−5,500	
36	Motor vehicle parking fund	335,000	345,000	358,000	356,500	+11,500	−1,500	
	Total, operating expenses, by funds	195,826,676	217,633,533	231,563,000	[7] 226,343,500	+8,709,967	−5,219,500	+2,873,000
	CAPITAL OUTLAY							
37	District debt service	939,000	2,122,000	2,019,188	1,995,000	−127,000	−24,188	
38	Public building construction	13,866,400	[17] 11,943,800	[18] 32,058,000	15,203,900	+3,260,100	−16,854,100	+1,451,000
39	Highways and traffic	18,039,000	13,190,000	8,664,000	6,750,000	−6,440,000	−1,914,000	+467,000
40	Sanitary engineering	10,215,000	[17] 16,738,000	18,074,000	17,830,000	+1,092,000	−244,000	
41	Washington aqueduct	3,500,000	50,000			−50,000		

42	Motor Vehcile Parking Agency	125,000	74,000	60,000		−74,000	−60,000	
43	Potomac interceptor sewerline		[10] 2,700,000			−2,700,000		
	Total, capital outlay, by funds:							
44	General fund	22,811,400	22,708,800	39,958,829	22,683,541	−25,259	−17,275,288	+1,608,000
45	Highway fund	17,409,000	12,583,000	8,257,000	6,500,000	−6,083,000	−1,757,000	+310,000
46	Water fund	4,039,000	1,932,000	2,840,359	2,840,359	+908,359		
47	Sanitary sewage works fund	2,300,000	6,820,000	9,759,000	9,755,000	+2,935,000	−4,000	
48	Motor vehicle parking fund	125,000	74,000	60,000		−74,000	−60,000	
49	Metropolitan area sanitary sewage works fund		2,700,000			−2,700,000		
	Total, capital outlay, by funds	46,684,400	46,817,800	60,875,188	41,778,900	−5,038,900	−19,096,288	+1,918,000
	RECAPITULATION BY FUNDS							
50	General fund	199,596,076	222,178,633	253,118,329	230,896,041	+8,717,408	−22,222,288	+4,323,400
51	Highway fund	26,534,000	20,412,900	15,885,200	13,864,900	−6,548,000	−2,020,300	+467,600
52	Water fund	10,394,500	8,513,300	9,541,959	9,539,759	+1,026,459	−2,200	
53	Sanitary sewage works fund	5,526,500	10,227,500	13,474,700	13,465,200	+3,237,700	−9,500	
54	Motor vehicle parking fund	460,000	419,000	418,000	356,500	−62,500	−61,500	
55	Metropolitan area sanitary sewage works fund		2,700,000			−2,700,000		
	Total, all funds	242,511,076	264,451,333	292,438,188	[7] 268,122,400	+3,671,067	−24,315,788	+4,791,000

[1] In addition $241,776 was appropriated for judgments, claims, prior year deficiencies, and purchase and installation of parking meters.
[2] In addition $138,042 was appropriated for judgments, claims and prior year deficiencies.
[3] Includes $38,000 contained in H. Doc. 142.
[4] Includes $42,000 contained in H. Doc. 142.
[5] Includes $57,000 contained in H. Doc. 142.
[6] Includes $38,000 contained in H. Doc. 142.
[7] Includes $25,000 for courts; $21,813 for recreation and $9,888 for vocational rehabilitation or a total of $56,701 unbudgeted items.
[8] Includes $31,000 contained in H. Doc. 142.
[9] Includes $81,000 contained in H. Doc. 142.
[10] Includes $5,000 contained in H. Doc. 142.
[11] Includes $200,000 contained in H. Doc. 142.
[12] Includes $120,000 contained in H. Doc. 142.
[13] Includes $189,000 contained in H. Doc. 142.
[14] Includes $848,000 contained in H. Doc. 142.
[15] Includes $1,000,000 contained in H. Doc. 185.
[16] Included in H. Doc. 142.
[17] Includes an indefinite appropriation for capital outlay, estimated to be $10,008,800. ($6,170,800 public building construction and $3,838,000 Department of Sanitary Engineering, general fund.)
[18] Includes $1,113,000 contained in H. Doc. 142.
[19] Excludes a loan of $22,500,000 authorized for this purpose.

TABLE II.—*Statement showing the financial status of the District of Columbia, by funds*

[In thousands]

Item No.	Activities	General fund			Highway fund			Water fund		
		Budget estimate	House recommendation	House recommendation plus Senate amendments requested	Budget estimate	House recommendation	House recommendation plus Senate amendments requested	Budget estimate	House recommendation	House recommendation plus Senate amendments requested
	Estimated revenue availability:									
1	Surplus or deficit, June 30, 1961	−$5,589	−$5,589	[1] −$4,484	$514	$514	[1] $428	$962	$962	[1] $1,015
2	Unexpended balance released to surplus	2,200	2,200	2,200	245	245	245	50	50	50
3	Revenue collections	171,650	[2] 183,650	[2] 183,650	15,172	15,172	15,172	6,756	6,756	6,756
4	Federal payment	37,000	30,000	33,500				1,855	1,855	1,855
5	Federal loan	16,000	20,400	20,400						
	Total, revenue availability	221,261	230,661	235,266	15,931	15,931	15,845	9,623	9,623	9,676
	Estimated obligations:									
	Estimate on appropriations:									
6	Operating expenses	213,159	208,212	210,927	7,628	7,365	7,523	6,702	6,700	6,700
7	Capital outlay	39,959	22,684	24,292	8,257	6,500	6,810	2,840	2,840	2,840
8	Total, estimate on appropriations	253,118	230,896	235,219	15,885	13,865	14,333	9,542	9,540	9,540
9	Reserve for supplementals	350		495	150		162	10		10
	Total obligations	[4] 253,468	230,896	235,714	16,035	13,865	14,495	9,552	9,540	9,550
10	Financing of prior year obligations	+5,100	+5,100	+5,100						
11	Deferred funding of 1962 appropriations	−16,040	−5,625	−5,625						
	Total, funds required	242,528	230,371	235,189	16,035	13,865	14,495	9,552	9,540	9,550
12	Estimated surplus or deficit, June 30, 1962	−21,267	+290	+77	−104	+2,066	+1,350	+71	+83	+126

Item No.	Activities	Sanitary sewage works fund			Motor vehicle parking fund			All funds		
		Budget estimate	House recommendation	House recommendation plus Senate amendments requested	Budget estimate	House recommendation	House recommendation plus Senate amendments requested	Budget estimate	House recommendation	House recommendation plus Senate amendments requested
	Estimated revenue availability:									
1	Surplus or deficit, June 30, 1961	−$651	−$651	[1] −$1,583	$3,440	$3,440	[1] $3,433	−$1,324	−$1,324	−$1,191
2	Unexpended balance released to surplus	445	445	445				2,940	2,940	2,940
3	Revenue collections	6,221	6,221	6,221	1,041	1,041	1,031	200,840	212,840	212,830
4	Federal payment	898	898	898				39,753	32,753	36,253
5	Federal loan	8,600	8,600	8,600				24,600	29,000	29,000
	Total, revenue availability	15,513	15,513	14,581	4,481	4,481	4,464	266,809	276,209	279,832
	Estimated obligations:									
	Estimate on appropriations:									
6	Operating expenses	3,716	3,710	3,710	358	357	357	231,563	226,344	229,217
7	Capital outlay	9,759	9,755	9,755	60			60,875	41,779	43,697
8	Total, estimate on appropriations	13,475	13,465	13,465	418	357	357	292,438	268,123	272,914
9	Reserve for supplementals	5		5				515		672
	Total obligations	13,480	13,465	13,470	418	357	357	292,953	268,123	273,586
10	Financing of prior year obligations	+2,100	+2,100	+2,100				+7,200	+7,200	+7,200
11	Deferred funding of 1962 appropriations							−16,040	−5,625	−5,625
	Total, funds required	15,580	15,565	15,570	418	357	357	284,113	269,698	275,161
12	Estimated surplus or deficit, June 30, 1962	−67	−52	[5] −989	+4,063	+4,124	+4,107	−17,304	+6,511	+4,671

[1] Includes increase or decrease in actual revenues for 1961 as compared with April 1961 estimates.

[2] Includes recommendation of House Appropriations Committee to increase real estate tax from $2.30 to $2.50 per $100 of assessed valuation to yield $4,500,000 and the committee's estimate of $7,500,000 in revenues from H.R. 258.

[3] Includes additional revenues of $4,500,000 from increased real estate tax, approved by the Commissioners and estimate by House Appropriations Committee of $7,500,000 as yield from H.R. 258.

[4] Does not include reserves for items such as cost of shorter workweek for firemen and increased pensions for widows and orphans of policemen and firemen.

[5] Represents delayed payment by the State of Maryland for sewer construction.

Analysis of new positions authorized in 1961, recommended in 1962 budget (including amendments), House allowance and requested to be restored in Senate

Department	Authorized in 1961	1962		
		Recommended in budget	House Allowance	Requested restored in Senate
General operating expenses:				
Executive Office	8	10		7
(Positions eliminated from base)			(−6)	[1] 6
General administration	22	27	13	7
Regulatory agencies:				
Administration of parole laws		2	1	1
Administration of insurance laws	1			
Filing and recording property and corporation papers		1	1	
Investigation and regulation of public utilities	1	3	2	
(Positions eliminated from base)			(−2)	
Planning and zoning	2	1	1	
Total, regulatory agencies	4	7	5	1
Occupations and professions	1	3	3	
Public library	16	18	18	
Buildings and grounds	4			
Total, general operating expenses	55	65	39	21
Public safety:				
Civil defense	5	1		
Corporation counsel	4	9	2	7
Corrections	158	21	21	
Courts:				
Juvenile	6	6	2	
Municipal court of appeals		1	1	
Total, courts	6	7	3	
Fire Department		5	5	
(Positions eliminated from base)			(−4)	[2] 4
Licenses and Inspections	17	32	18	13
Metropolitan Police	135	118	63	55
Total, public safety	325	193	112	79
Education: Public schools	277	272	180	72
Parks and recreation:				
National Capital Parks		10		
National Zoological Park	11	10	8	
Recreation Department	10	12	[3] 8	1
Total, parks and recreation	21	32	16	1
Health and welfare:				
Public health	38	237	174	17
Public welfare	124	114	67	28
Vocational rehabilitation	5	4	[4] 3	
Total, health and welfare	167	355	244	45
Highways and Traffic:				
Highways and traffic	2	24	3	13
Motor vehicles	5	10	10	
Total, highways and traffic	7	34	13	13
Sanitary engineering: Department of Sanitary Engineering		68	64	4
Total	852	1,019	668	235

[1] 6 positions eliminated from the base—requested to be restored.
[2] 4 positions eliminated from the base—requested to be restored.
[3] Includes unbudgeted item for 3 GS–9 roving leader supervisors.
[4] Includes unbudgeted item for 1 GS–12 industrial placement officer.

Recapitulation

New positions requested in budget	1,019
House allowance of new positions requested	668
Total reduction of new positions	351
House reduction of positions in base	12
Total House reduction of positions	363
Restoration requested of new positions	225
Restoration requested of base positions	10
Total positions requested to be restored	235

Summary of 1962 estimated revenues, obligations, and surpluses, as of June 30, 1961

[In thousands]

	Estimated revenues available	Estimated funds required, 1962	Estimated surplus or deficit, June 30, 1962
General fund:			
Funds from surplus, June 30, 1961	[1](−)$2,284		
Revenue collections during year	[2] 183,650		
Federal payment	[3] 33,500		
Federal loan	20,400		
Subtotal, general fund	235,266	[4] $235,189	+$77
Highway fund:			
Funds from surplus, June 30, 1961	[1] 673		
Revenue collections during year	15,172		
Subtotal, highway fund	15,845	[4] 14,495	+1,350
Water fund:			
Funds from surplus, June 30, 1961	[1] 1,065		
Revenue collections during year	6,756		
Federal payment	1,855		
Subtotal, water fund	9,676	[4] 9,550	+126
Sanitary sewage works fund:			
Funds from surplus, June 30, 1961	[1](−)1,138		
Revenue collections during year	6,221		
Federal payment	898		
Federal loan	8,600		
Subtotal, sanitary sewage works fund	14,581	[4] 15,570	[5]−989
Motor vehicle parking fund:			
Funds from surplus, June 30, 1961	[1] 3,433		
Revenue collections during year	1,031		
Subtotal, motor vehicle parking fund	4,464	[4] 357	+4,107
Grand total, all funds	279,832	[4] 275,161	+4,671

[1] Includes increase or decrease in actual revenues for 1961 as compared with April 1961 estimates.
[2] Includes additional revenues of $4,500,000 from increased real estate tax, approved by the Commissioners and estimate by House Appropriations Committee of $7,500,000 as yield from H.R. 258.
[3] Includes $30,000,000 allowed by House plus Senate amendment request of $3,500,000.
[4] Represents the following:

	General fund	Highway fund	Water fund	Sanitary sewage works fund	Motor vehicle parking fund
Allowed by House	$230,896	$13,865	$9,540	$13,465	$357
Senate amendments requested	4,323	468		5	
Estimated supplementals	495	162	10		
Adjusted deferred appropriations: Approved by House	−525			+2,100	
Total	235,189	14,495	9,550	15,570	357

[5] Represents delayed payment by the State of Maryland for sewer construction.

Revision as of July 18, 1961

[In thousands]

	1961					1962			
	In budget	Revised Jan. 19, 1961	Revised Apr. 5, 1961	Actual 1961	Actual over Apr. 5, 1961	In budget	Revised Jan. 19, 1961	Revised Apr. 5, 1961	July 18, 1961 over Jan. 19, 1961
GENERAL FUND									
Taxes:									
Property taxes:									
Realty	$52,700	$53,250	$53,250	$53,173	−$77	$53,400	$54,300	$54,300	----------
Personal tangible	8,425	8,775	8,775	8,878	+103	8,400	9,000	9,000	----------
Subtotal, property taxes	61,125	62,025	62,025	62,051	+26	61,800	63,300	63,300	----------
Sales and gross receipts:									
Alcohol and spirits	5,900	5,900	5,900	6,082	+182	6,000	6,000	6,000	----------
Beer	775	775	775	783	+8	775	775	775	----------
Wine	650	650	650	655	+5	655	655	655	----------
Cigarette	3,000	3,000	3,000	3,081	+81	3,050	3,050	3,100	+$50
Insurance	2,800	2,800	2,950	2,975	+25	2,900	2,900	3,050	+150
Motor vehicle excise	2,200	2,200	2,200	2,077	−123	2,200	2,200	2,200	----------
Public utilities, banks, etc	8,460	8,460	8,460	8,515	+55	8,700	8,700	8,700	----------
Sales and use	23,100	23,100	23,000	22,871	−129	23,500	23,500	23,500	----------
Subtotal, sales and gross receipts	46,885	46,885	46,935	47,039	+104	47,780	47,780	47,980	+200
Income taxes:									
Individual income	26,500	26,500	26,500	26,454	−46	27,000	27,000	27,000	----------
Corporation franchise	8,500	8,500	8,500	8,594	+94	8,500	8,500	8,500	----------
Unincorporated business franchise	1,600	1,600	1,600	1,641	+41	1,600	1,600	1,600	----------
Subtotal, income taxes	36,600	36,600	36,600	36,689	+89	37,100	37,100	37,100	----------
Other taxes:									
Inheritance and estate	2,500	2,750	3,000	3,201	+201	2,500	2,500	2,500	----------
Motor vehicle registration	4,000	4,000	4,000	3,991	−9	4,060	4,060	4,060	----------
Licenses and other	3,900	3,850	3,850	3,920	+70	3,850	3,800	3,800	----------
Subtotal, other taxes	10,400	10,600	10,850	11,112	+262	10,410	10,360	10,360	----------
Total, tax revenue	155,010	156,110	156,410	156,891	+481	157,090	158,540	158,740	+200

Charges and miscellaneous revenue:									
Charges for current service	4,600	4,700	4,700	4,805	+105	4,600	4,700	4,700	
Fines, escheats, and forfeitures	3,050	3,050	3,000	2,967	−33	3,050	3,050	3,000	−50
Policemen and firemen's retirement	2,150	2,100	2,050	2,132	+82	2,175	2,175	2,175	
Interest on investments	900	600	200	618	+418	500	200		−200
Other miscellaneous revenue	525	525	525	573	+48	1,035	1,035	3,035	+2,000
Total, charges and miscellaneous	11,225	10,975	10,475	11,095	+620	11,360	11,160	12,910	+1,750
Subtotal, revenues	166,235	167,085	166,885	167,986	+1,101	168,450	169,700	171,650	+1,950
Additional revenue as a result of House recommendation on H.R. 258								7,500	+7,500
Additional revenue from increased real estate tax, approved by Commissioners								4,500	+4,500
Total, revenues	166,235	167,085	166,885	167,986	+1,101	168,450	169,700	183,650	+13,950
Unexpended balance released to surplus	3,365	3,375	3,400	3,404	+4	2,000	2,000	2,200	+200
Grand total, general fund	169,600	170,460	170,285	171,390	+1,105	170,450	171,700	185,850	+14,150
HIGHWAY FUND									
Gasoline tax	11,800	11,800	11,800	11,739	−61	11,800	11,800	11,800	
Licenses and other tax revenue	2,982	2,982	2,982	2,980	−2	3,022	3,022	3,022	
Charges and miscellaneous revenue	350	350	350	327	−23	350	350	350	
Subtotal, highway fund	15,132	15,132	15,132	15,046	−86	15,172	15,172	15,172	
Unexpended balance released to surplus	265	265	265	284	+19	245	245	245	
Grand total, highway fund	15,397	15,397	15,397	15,330	−67	15,417	15,417	15,417	
WATER FUND									
Water service charges	5,700	5,700	5,700	5,723	+23	5,715	5,715	5,715	
Other charges and revenue	275	275	275	275		275	275	275	
Payment from Arlington County, Va	760	760	760	788	+28	766	766	766	
Interest on investments				2	+2				
Subtotal, water fund	6,735	6,735	6,735	6,788	+53	6,756	6,756	6,756	
Unexpended balance released to surplus	600	600	600	593	−7	50	50	50	
Grand total, water fund	7,335	7,335	7,335	7,381	+46	6,806	6,806	6,806	
SANITARY SEWAGE WORKS FUND									
Sewer service charges, District of Columbia	3,375	3,375	3,375	3,382	+7	3,383	3,383	3,383	
Payment from Maryland	1,686	1,686	1,686	669	−1,017	2,440	2,438	2,438	
Payment from Virginia	23	8	8		−8	289	222	222	
Other charges and revenue	180	180	180	259	+79	178	178	178	
Income from investments	5	5	5	12	+7				
Subtotal, sanitary sewage works fund	5,269	5,254	5,254	4,322	−932	6,290	6,221	6,221	
Unexpended balance released to surplus	445	445	445	511	+66	445	445	445	
Grand total, sanitary sewage works fund	5,714	5,699	5,699	4,833	−866	6,735	6,666	6,666	

Revision as of July 18, 1961—Continued

[In thousands]

	1961					1962			
	In budget	Revised Jan. 19, 1961	Revised Apr. 5, 1961	Actual 1961	Actual over Apr. 5, 1961	In budget	Revised Jan. 19, 1961	Revised Apr. 5, 1961	July 18, 1961 over Jan. 19, 1961
MOTOR VEHICLE PARKING FUND									
Parking meters	$790	$790	$734	$720	−$14	$790	$790	$790	
Public parking	105	105	135	141	+6	111	111	101	−$10
New meters		25	17	17					
Income from investments	84	84	125	126	+1	140	140	140	
Subtotal, motor vehicle parking fund	979	1,004	1,011	1,004	−7	1,041	1,041	1,031	−10
Unexpended balance released to surplus	15	15	15	23	+8				
Grand total, motor vehicle parking fund	994	1,019	1,026	1,027	+1	1,041	1,041	1,031	−10
Grand total, all funds	199,040	199,910	19,742	199,961	+219	200,449	201,630	215,770	+14,140

74180—61——8

Real estate assessments, District of Columbia—Taxable, exempt and totals, fiscal year 1961

	Total acres	Land value	Improvements	Total value	Tax	Percent of land area	Percent of land value	Percent of total value	Number of items
TAXABLE PROPERTY									
Total taxable	14,324.8734	$721,086,572	$1,567,971,668	$2,289,058,240	$52,648,339	46.8	50.9	55.2	150,419
EXEMPT PROPERTY									
United States	13,126.9858	$592,907,598	$763,284,140	$1,356,191,738	$31,192,409	42.9	41.9	32.7	4,993
District of Columbia	1,173.5723	38,458,343	167,081,260	205,539,603	4,727,410	3.8	2.7	5.0	1,369
Other exempt:									
Religious	580.9023	18,828,307	94,446,307	113,274,614	2,605,316				
Educational	571.8797	13,218,808	56,605,005	69,823,813	1,605,948				
Foreign government	160.9592	6,892,206	18,832,470	25,724,676	591,668				
Charitable	163.4333	3,796,801	11,593,080	15,389,881	353,967				
Cemeteries	387.5084	4,351,367	507,400	4,858,767	111,752				
Hospital	85.2290	3,333,890	22,106,700	25,440,590	585,134				
Libraries	1.5987	371,081	2,660,600	3,031,681	69,728				
Miscellaneous	49.0022	13,264,506	25,103,200	38,367,706	882,457				
Total other exempt	2,000.5128	64,056,966	231,854,762	295,911,728	6,805,970	6.5	4.5	7.1	2,596
Total, exempt	16,301.0709	695,422,907	1,162,220,162	1,857,643,069	42,725,789	53.2	49.1	44.8	8,958
GRAND TOTAL									
Total, taxable and exempt	30,625.9443	$1,416,509,479	$2,730,191,830	$4,146,701,309	$95,374,128	100.0	100.0	100.0	159,377

Capital outlay—1962 estimate, House allowance and disallowance and Senate restoration requested

Item	Estimate	House allowance	House disallowance	Senate restoration requested
District debt service	$2,019,188	$1,995,000	$24,188	
Public building construction:				
Public schools:				
Davis Elementary School addition, 44th Pl. and H St. SE	681,000	681,000		
Garrison Elementary School replacement, 12th St. between R and S Sts. NW	970,000	970,000		
Backus Junior High School, South Dakota Ave. and Hamilton St. NE	190,000	190,000		
Evans Junior High School, 5600 East Capitol St	2,738,000	2,738,000		
Eliot Junior High School addition, 18th and B Sts. NE	1,200,000		1,200,000	$1,200,000
New elementary school, vicinity of 11th and Clifton Sts. NW	1,225,000	1,150,000	75,000	
Barnard Elementary School addition, Decatur St. between 4th and 5th Sts. NW	36,000	36,000		
Bancroft Elementary School addition, 18th and Newton Sts. NW	570,000	570,000		
New elementary school, 53d and C Sts. SE	270,000	180,000	90,000	90,000
Lewis Elementary School, 4th and W Sts. NW	56,000	56,000		
Woodridge Elementary School completion, Carlton and Central Aves. NE	228,000	216,000	12,000	12,000
Permanent improvements	1,065,000	750,000	315,000	149,000
Total, public schools	9,229,000	7,537,000	1,692,000	1,451,000
Public library:				
Benning Branch Library, 3900 block of Benning Rd. NE	95,000	95,000		
Palisades Branch Library, V St. near MacArthur Blvd. NW	107,000	107,000		
Capitol View Branch Library, vicinity of East Capitol St. and 53d Pl	457,000	35,000	422,000	
Total, Public Library	659,000	237,000	422,000	
Recreation Department:				
Buchanan Recreation Center, 13th and D Sts. SE	107,000	100,000	7,000	
Fort Stevens (Luzon) Playground, 13th and Van Buren Sts. NW	109,000	100,000	9,000	
Trinidad Playground, Holbrook and Childress Sts. NE	98,000	98,000		
Warehouse and shops	245,000	225,000	20,000	
Happy Hollow Playground, 18th and Kalorama Rd. NW	21,000	21,000		
Langley Playground, 1st and T Sts NE	52,000	52,000		
Mott School Playground, 5th and W Sts NW	95,000	90,000	50,00	
Kelly Miller swimming pool	182,000		182,000	
Advance planning for 5 projects: Hoover, Fort Stanton, Anacostia field house, Bald Eagle, and Langdon Park	20,000		20,000	
Total, Recreation Department	929,000	686,000	243,000	
Police Department: Precinct No. 3 replacement	173,000	173,000		
Fire Department:				
Engine Company No. 8 replacement, C St. SE. between 15th and 16th Sts	267,000	17,000	250,000	
Engine Company No. 18 replacement, 414-418 8th St. SE	30,000	30,000		
Total, Fire Department	297,000	47,000	250,000	
Department of Public Health:				
Doctor's residence, District of Columbia General Hospital	940,000	940,000		
Mechanical and utility services, District of Columbia General Hospital	985,000		985,000	
District of Columbia General Hospital consolidation	11,940,000		11,940,000	
Dog Pound replacement, Fairview Ave. and New York Ave. NE	198,000		198,000	
Total, Department of Public Health	14,063,000	940,000	13,123,000	

Capital outlay—1962 estimate, House allowance and disallowance and Senate restoration requested—Continued

Item	Estimate	House allowance	House disallowance	Senate restoration requested
Public building construction—Continued				
Department of Corrections:				
Electrical improvements and replacement, Lorton Reservation	$10,000	$10,000		
Cow barn and dairy facility, workhouse	10,000		$10,000	
Dormitory No. 14, workhouse	10,000		10,000	
Educational center, reformatory	255,000	255,000		
Rehabilitation of electrical, heating, and plumbing systems, District of Columbia jail	75,500	75,500		
Bakery extension, reformatory	68,500	68,500		
Total, Department of Corrections	429,000	409,000	20,000	
Department of Public Welfare:				
Replacement of dormitories, District of Columbia Village	4,100,000	4,100,000		
Infirmary and admissions building, Junior Village	36,000	36,000		
Children's cottage, Junior Village	392,000	392,000		
Chapel, District Training School	86,600	86,600		
Sprinkler system in cottages, District Training School	53,500	40,600	12,900	
Renovate 2d floor, hospital building, District Training School	130,200		130,200	
Renovate basements of 5 cottages, District Training School	71,700		71,700	
Wainscoting in corridors and stair wells, all cottages, Junior Village	27,000	27,000		
Total, Department of Public Welfare	4,897,000	4,682,200	214,800	
Department of Buildings and Grounds:				
Retaining walls and pave parking area, east end, National Guard Armory	96,300	20,000	76,300	
Replace structural facing tile on exterior walls, National Guard Armory	214,000	150,000	64,000	
Structural modification to increase egress, National Guard Armory	237,700	237,700		
Total, Department of Buildings and Grounds	548,000	407,700	140,300	
National Zoological Park:				
Master plan	50,000	85,000	+35,000	
Replacement of heating plant	243,000		243,000	
Rehabilitation of electrical system	541,000		541,000	
Total, National Zoological Park	834,000	85,000	749,000	
Total, public building construction	32,058,000	15,203,900	16,854,100	$1,451,000
Department of Highways and Traffic (detail sheet prepared separately)	8,664,000	6,750,000	1,914,000	537,000
Department of Sanitary Engineering:				
Storm sewers, west Rock Creek	340,000	340,000		
Storm sewers, east Rock Creek	800,000	800,000		
Stormwater relief sewer, Washington Channel	590,000	590,000		
Stormwater sewer, west Anacostia	500,000	500,000		
Stormwater sewer, east Anacostia	1,170,000	1,170,000		
Storm and relief sewers in advance of local highway paving	300,000	260,000	40,000	
Storm and relief sewers in advance of primary, secondary, and urban highway paving	400,000	300,000	100,000	
Storm and relief sewers in advance of interstate highway paving	500,000	400,000	100,000	
Separation of combined system areas	500,000	500,000		
Potomac River force main	1,140,000	1,140,000		
Southeast relief trunk water main	1,300,000	1,300,000		
Service water main extensions, fire and public hydrants	525,000	525,000		
Service and trunk water mains, Southwest urban renewal area	100,000	100,000		
Trunk and secondary water mains	150,000	150,000		
Service sewer extensions	510,000	510,000		
Sanitary sewers, Southwest urban renewal area	260,000	260,000		
Sanitary sewers, Watts Branch Valley	100,000	100,000		
Sewage treatment plant addition	2,700,000	2,700,000		
Sanitary sewers in advance of local highway paving and miscellaneous relief and replacement sewers	250,000	250,000		

Capital outlay—1962 estimate, House allowance and disallowance and Senate restoration requested—Continued

Item	Estimate	House allowance	House disallowance	Senate restoration requested
Department of Sanitary Engineering—Continued				
Upper Potomac interceptor relief sewer	$235,000	$235,000		
Relief Potomac River pollution and pumping station	2,809,000	2,805,000	$4,000	
Rock Creek main interceptor relief	1,845,000	1,845,000		
Lower Oxon Run interceptor	500,000	500,000		
Eastside interceptor relief and pumping station	550,000	550,000		
Total, Department of Sanitary Engineering	18,074,000	17,830,000	244,000	
Motor Vehicle Parking Agency: Fringe parking lot No. 5, in vicinity of Municipal Stadium	60,000		60,000	
Grand total, capital outlay	60,875,188	41,778,900	19,096,288	$1,988,000
By funds:				
General fund	39,958,829	22,683,541	17,275,288	1,608,000
Highway fund	8,257,000	6,500,000	1,757,000	380,000
Water fund	2,840,359	2,840,359		
Sanitary sewage works fund	9,759,000	9,755,000	4,000	
Motor vehicle parking fund	60,000		60,000	
Total, all funds	60,875,188	41,778,900	19,096,288	1,988,000

Revised Department of Highways and traffic construction program of Federal-aid projects

Project	1961, Feb. 1 to June 30			1962			House cuts	Restoration requested
	Total	Federal-aid portion	District of Columbia portion	Total	Federal-aid portion	District of Columbia portion		
Interstate:								
Three Sisters Bridge [1]				$300,000	$270,000	$30,000		
Theodore Roosevelt Bridge and approaches	$835,000	$751,500	$83,500	15,338,400	13,680,000	1,658,400		
Southwest freeway				6,773,200	6,030,200	743,000		
14th Street Bridge and approaches	1,334,790	1,201,310	133,480	847,600	756,000	91,600		
Southeast freeway	2,489,400	2,240,400	249,000	4,192,000	3,745,800	446,200		
Potomac River freeway	482,000	433,800	48,200	4,083,000	3,667,500	415,500		
Anacostia freeway	2,558,000	2,302,000	256,000	4,254,300	3,794,400	459,900		
Center leg, inner loop freeway				605,000	544,500	60,500		
Subtotal	7,699,190	6,929,010	770,180	36,393,500	32,488,400	3,905,100		
Primary, secondary, and urban:								
Anacostia freeway	3,681,700	1,845,900	1,835,800					
North Capitol St	4,647,500	2,295,500	2,352,000	627,300	300,000	327,300		
16th St. NW., K St. to M St	160,000	79,000	81,000					
New York Ave. viaduct (deck reconstruction) [1]	15,000	15,000		328,000	328,000			
Crosstown route	60,000	28,000	32,000					
4th St. SE	144,500	71,700	72,800					
11th St. connection to 12th St. expressway	1,317,990	818,330	499,660					
12th St., NE., Rhode Island Ave. to Randolph St	450,000	220,000	230,000					
Brookland Ave., NE., Taylor St. to Buchanan St [1]	10,000	5,000	5,000	230,900	100,000	130,900		
South Capitol Street Bridge widening [1]	8,000	4,000	4,000	379,600	181,000	198,600		
16th St., NW., U St. to Columbia Rd [2]				418,200	190,000	228,200		
Vermont and Florida Aves. (Vermont Ave. radial)				369,100	177,500	191,600		
Missouri and Georgia Aves				200,000	100,000	100,000		
11th St., Q St. and Rhode Island Ave. (Rhode Island Ave. radial)				10,500	5,000	5,500		
Rhode Island Ave., NE. at B. & O. RR. (FG) (Rhode Island Ave. radial)				2,400,000	2,400,000			
Glover-Archbold Parkway				500,000	250,000	250,000	$250,000	$250,000
E. St. connections to inner loop				3,663,300	1,700,000	1,963,300		
Monroe St. NE., 12th St. to 18th St				282,300	130,000	152,300		
M St. SE., South Capitol St. to 11th St. [2]				679,100	320,000	359,100		
Kansas Ave. NW., Georgia Ave. to Sherman Circle [2]				230,500	100,000	130,500		
L St. NW., Connecticut Ave. to 22d St				261,800	120,000	141,800		
13th St. NE., Rhode Island Ave. to Michigan Ave				460,500	215,000	245,500		
C St. and Virginia Ave. NW				52,300	25,000	27,300		
13th St. NW., Florida Ave. to Clifton St. [2]				79,400	36,000	43,400		
K St. expressway				131,700	63,000	68,700		
Highway planning survey—1(24)				719,000	395,200	323,800	54,000	
Subtotal	10,494,690	5,382,430	5,112,260	12,023,500	7,135,700	4,887,800	304,000	250,000

See footnotes at end of table, p. 116.

Revised Department of Highways and traffic construction program of Federal-aid projects—Continued

Project	1961, Feb. 1 to June 30			1962			House cuts	Restoration requested
	Total	Federal-aid portion	District of Columbia portion	Total	Federal-aid portion	District of Columbia portion		
"E" projects:								
Interstate:								
Anacostia freeway				$13,484,700		$13,484,700		
11th Street Bridge and approaches				2,519,000		2,519,000		
Interchange "C" [1]				1,489,450		1,489,450		
Potomac River freeway				1,500,000		1,500,000		
Primary, secondary, and urban:								
7th St. NW., Pennsylvania Ave. to G St.[1]				236,000		236,000		
Maine Ave. and 14th St.				80,000		80,000		
9th St. expressway [2]				100,000		100,000		
Chain Bridge [1]				150,000		150,000		
Pierce Mill Bridge				50,000		50,000	$50,000	
4th St. NE., Franklin St. to Michigan Ave.[2]				6,000		6,000		
K St. NW., 21st St. to Connecticut Ave.				632,800		632,800		
Subtotal				20,247,950		20,247,950	50,000	
100 percent District of Columbia project: Michigan Ave. NE., Bunker Hill Rd. to Perry St.[1]				150,000		150,000		
Grand total	$18,193,880	$12,311,440	$5,882,440	68,814,950	$39,624,100	29,190,850	354,000	$250,000

[1] New projects.

[2] Projects included in 1962 congressional budget justification.

Financial analysis of capital outlay improvement program

	Fiscal year 1961—Feb. 1 to June 30	Fiscal year 1962	Total	House cuts	Restoration requested
Total program costs	$18,193,880	$68,814,950	$87,008,830	$604,000	$500,000
Less Federal-aid portion	12,311,440	39,624,100	51,935,540	250,000	250,000
District of Columbia funds required	5,882,440	29,190,850	35,073,290	354,000	250,000
Less District of Columbia funds available as of Feb. 1, 1961	5,882,440	25,471,850	31,354,290	----------	----------
Major improvement project appropriation requested, 1962	----------	3,719,000	3,719,000	354,000	250,000
Street improvements and extensions	----------	4,538,000	4,538,000	1,403,000	130,000
Electrical improvements	----------	407,000	407,000	157,000	157,000
Capital outlay appropriation	----------	8,664,000	8,664,000	1,914,000	537,000
ANALYSIS BY FUNDS					
General fund	----------	----------	407,000	157,000	157,000
Highway fund	----------	----------	8,257,000	1,757,000	380,000
Total	----------	----------	8,664,000	1,914,000	537,000

Statement showing estimates by operating expenses and capital outlay for 1961 and 1962

[In thousands]

	1961 appropriations	1962 estimates	1962 House recommendations	Recommendation compared with 1962 estimates	Restorations for 1962 requested in Senate
Estimate appropriations:					
Operating expenses	[1] $217,633	[2] $231,563	$226,344	−$5,219	+$2,873
Capital outlay	[2] 46,818	60,875	41,779	−19,096	+1,918
Appropriation requested	264,451	292,438	268,123	−24,315	+4,791
Appropriation requested:					
General fund:					
Operating expenses	199,470	[2] 213,159	208,212	−4,947	+2,715
Capital outlay	22,709	39,959	22,684	−17,275	+1,608
Total, general fund	222,179	253,118	230,896	−22,222	+4,323
Highway fund:					
Operating expenses	7,830	7,628	7,365	−263	+158
Capital outlay	12,583	8,257	6,500	−1,757	+310
Total, highway fund	20,413	15,885	13,865	−2,020	+468
Water fund:					
Operating expenses	6,581	6,702	6,700	−2	----------
Capital outlay	1,932	2,840	2,840	----------	----------
Total, water fund	8,513	9,542	9,540	−2	----------
Sanitary sewage works fund:					
Operating expenses	3,407	3,716	3,710	−6	----------
Capital outlay	6,820	9,759	9,755	−4	----------
Total, sanitary sewage works fund	10,227	13,475	13,465	−10	----------
Motor vehicle parking fund:					
Operating expenses	345	358	357	−1	----------
Capital outlay	74	60	----------	−60	----------
Total, motor vehicle parking fund	419	418	357	−61	----------
Metropolitan area sanitary sewage works fund: Capital outlay	[4] 2,700	----------	----------	----------	----------
Total, all funds	264,451	292,438	268,123	−24,315	+4,791

[1] Excludes $138,042 appropriated for judgments, claims, and prior year deficiencies.
[2] Includes a total of $56,701 unbudgeted for courts ($25,000); for recreation ($21,813); and for vocational rehabilitation ($9,888).
[3] Includes an indefinite appropriation for capital outlay, estimated to be $10,008,800 ($6,170,800 for public building construction and $3,838,000 for Department of Sanitary Engineering, general fund).
[4] Excludes a loan of $22,500,000 authorized for this purpose.

Statement of loan authorizations and of Federal obligations

[In thousands]

	Total	Appropriated through fiscal year 1962 [1]	Cash requisitioned through fiscal year 1961	Repaid through fiscal year 1962 [1]	Balance due on cash requisitioned through fiscal year 1961 (col. 3—4)	Estimated cash requisition, fiscal year 1962	Estimated repayment, fiscal year 1963	Balance due on cash requisitioned through fiscal year 1962 (estimate) (col. 5+6—7)
	(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
Loan authorizations for public works:								
General fund	$75,000	$56,300				$15,000		$15,000
Water fund	35,000	31,080	$17,650	$1,075	$16,575	3,300	$352	19,523
Highway fund	50,250	43,338	8,000		8,000	12,000	53	19,947
Sanitary sewage works fund	32,000	13,600	800		800	6,000	13	6,787
Total	192,250	144,318	26,450	1,075	25,375	36,300	418	61,257

	Total authorization or grant	District of Columbia share		Repaid through fiscal year 1962 [1]			Estimated repayment, fiscal year 1963	Balance of potential or maximum liability (col. 2—4—7)
Federal obligation, general fund:								
Capper-Cramton Act	$16,000	$16,000		$13,445			$262	$2,293
U.S. courthouse	9,941	4,970		1,392			199	3,379
Hospital Facilities Act [2]	40,455	18,254		930			521	16,803
St. Elizabeths Hospital	8,277	6,208		289			145	5,774
Total	74,673	45,432		16,056			1,127	28,249

[1] Based on House report, 1962 estimates.

[2] Includes authorization of $3,000,000 for Southeast Hospital of which District of Columbia share is 30 percent or $900,000. Funds have not been appropriated for this authorization.

Statement of loans for capital improvements

	General fund	Water fund	Highway fund	Sanitary sewage works fund	Total
1. Total loan authorized	$75,000,000	$35,000,000	$50,250,000	$32,000,000	$192,250,000
2. Appropriated through fiscal year 1962 [1]	56,300,000	31,080,000	43,338,100	13,600,000	144,318,100
3. Balance available for appropriation (1–2)	18,700,000	3,920,000	6,911,900	18,400,000	47,931,900
4. Cash requisitioned through June 30, 1961	----------	17,650,000	8,000,000	800,000	26,450,000
5. Balance of appropriation available for requisition June 30, 1961 (2–4)	56,300,000	13,430,000	35,338,100	12,800,000	117,868,100
6. Amount repaid through fiscal year 1962 [1]	----------	1,074,776	----------	----------	1,074,776
7. Balance due on cash requisitioned through fiscal year 1961 (4–6)	----------	16,575,224	8,000,000	800,000	25,375,224
8. Estimated cash requisition fiscal year 1962	15,000,000	3,300,000	12,000,000	6,000,000	36,300,000
9. Potential or maximum liability as of June 30, 1962, exclusive of interest (1–6)	75,000,000	33,925,224	50,250,000	32,000,000	191,175,224
10. Estimated repayment fiscal year 1963	----------	351,934	53,393	13,331	418,658
11. Balance of potential or maximum liability after 1963 payment	75,000,000	33,573,290	50,196,607	31,986,669	190,756,566

[1] Based on House report, 1962 estimates.

Federal obligations (general fund)

	Total authorization or grant	District of Columbia share	Amount repaid through 1962 [1]	Estimated repayment, 1963	Balance of maximum or potential liability
Capper-Cramton Act, land purchased for development of parks and recreation areas	$16,000,000	$15,999,828	$13,444,719	$262,455	$2,292,654
Court building for U.S. Court of Appeals and the District Court of the United States for the District of Columbia	9,940,797	4,970,398	1,392,632	199,000	3,378,766
Hospital Facilities Act:					
Children's Hospital No. 1	441,913	220,956	33,144	6,629	181,183
Providence Hospital	4,097,040	2,048,520	122,912	61,512	1,864,096
Washington Hospital Center	23,410,000	10,535,250	632,200	316,500	9,586,550
Children's Hospital No. 2	234,000	117,000	7,000	3,500	106,500
Casualty Hospital	1,300,000	650,000	39,000	19,500	591,500
Columbia Hospital	1,428,500	600,250	----------	18,000	582,250
Georgetown Hospital	2,170,000	995,000	29,800	29,800	935,400
Sibley Hospital	4,374,000	2,187,000	65,600	65,610	2,055,790
Southeast Hospital [2]	3,000,000	900,000	----------	----------	900,000
Total, Hospital Facilities Act	40,455,453	18,253,976	929,656	521,051	16,803,269
St. Elizabeths Hospital:					
Maximum Security Building	7,776,000	5,832,000	289,000	144,500	5,398,500
Administration Building alterations	501,000	375,750	----------	----------	375,750
Total, St. Elizabeths Hospital	8,277,000	6,207,750	289,000	144,500	5,774,250
Grand total	74,673,250	45,431,952	16,056,007	1,127,006	28,248,939

[1] Based on House report, 1962 estimates.
[2] $3,000,000 has been authorized for the Greater Southeast Community Hospital Foundation, Inc.; funds have not been appropriated for this authorization.

Estimated financial condition, fiscal year 1962

[In thousands]

	General fund	Highway fund	Water fund	Sanitary sewage works fund	Motor vehicle parking fund	Total
Revenue availability:						
Estimated surplus at beginning of year	[1] −$4,484	[1] $428	[1] $1,015	[1] −$1,583	[1] $3,433	−$1,191
Unexpended balance released to surplus	2,200	245	50	445	----------	2,940
Estimated collections:						
Revenues	[2] 183,650	15,172	6,756	6,221	1,031	212,830
Federal payment:						
Approved by the House	30,000	----------	1,855	898	----------	32,753
Requested restored in Senate	3,500	----------	----------	----------	----------	3,500
Federal loans	20,400	----------	----------	8,600	----------	29,000
Total, collections	237,550	15,172	8,611	15,719	1,031	278,083
Total, estimated revenue availability	235,266	15,845	9,676	14,581	4,464	279,832
Estimate of appropriations:						
Operating expenses:						
Approved by the House	208,212	7,365	6,700	3,710	357	226,344
Requested restored in Senate	2,715	158	----------	----------	----------	2,873
Total, operating expenses	210,927	7,523	6,700	3,710	357	229,217
Capital outlay:						
Approved by the House	22,684	6,500	2,840	9,755	----------	41,779
Requested restored in Senate	1,608	310	----------	----------	----------	1,918
Total, capital outlay	24,292	6,810	2,840	9,755	----------	43,697
Total, operating expenses and capital outlay	235,219	14,333	9,540	13,465	357	272,914
Reserve for indefinite appropriations	495	162	10	5	----------	672
Total, estimate of appropriations	235,714	14,495	9,550	13,470	357	273,586
Deferred financing:						
1961 appropriations financed in 1962	2,600	----------	----------	2,100	----------	4,700
1961 appropriations obligated in 1962	2,500	----------	----------	----------	----------	2,500
1962 appropriations to be financed in 1963	−5,625	----------	----------	----------	----------	−5,625
Total, deferred financing	−525	----------	----------	2,100	----------	1,575
Total funds required	235,189	14,495	9,550	15,570	357	275,161
Surplus or deficit at end of year	77	1,350	126	[3] −989	4,107	4,671

[1] Includes increase or decrease in actual revenues for 1961 as compared with April 1961 estimates.
[2] Includes additional revenues of $4,500,000 from increased real estate tax, approved by the Commissioners and estimate by House Appropriations Committee of $7,500,000 as yield from H.R. 258.
[3] Represents delayed payment by the State of Maryland for sewer construction.

Operating expenses, major increases between actual 1955 and estimated 1962

Budget estimates, 1962	$227,691,000
Appropriations, 1955	131,510,613
Increase	96,180,387
Required by legislation:	
Salary increases:	
Classified employees	8,992,252
School teachers and officers	6,240,682
Wage board employees	6,337,547
Policemen and firemen	5,566,332
National Zoological Park Police	16,000
Total, salary increases	27,152,813
Retirement increases:	
Policemen and firemen	3,363,802
School teachers and officers	2,174,500
Total, retirement increases	5,538,302
Federal obligations:	
St. Elizabeths Hospital	4,853,799
U.S. courts	739,300
Freedmen's Hospital	335,115
Total, Federal obligations	5,928,214
Reclassifications (including application of revised civil service standards)	1,423,515
Within-grade salary advancements	4,264,378
Metropolitan police:	
2,500-man floor	964,390
Mutual Security Appropriation Act of 1960, 100 policemen for 10 months	406,000
Department of Licenses and Inspections:	
Housing Act	559,000
Charitable Solicitation Act	25,000
Domestic relations	411,601
Personal benefits (civil service retirement, Health Benefits Act and group life insurance)	7,681,000
Conversion from crafts, protective, and custodial classification to other groups	275,862
Unemployment compensation, payment for former District employees	233,937
Motor vehicle financial responsibility	82,786
Reciprocal support, Corporation Counsel	55,000
Total, legislation increases	55,001,798
Revenue-producing increases:	
Enforcement of Revenue Act, 1956	335,000
Establishment of sewer charge semiannual billing for water and sewer service charge together	199,686
Central Violations Bureau	123,026
Metering of Federal buildings	75,000
District of Columbia-Maryland agreement (increase pumpage carrying sewage from Maryland)	65,132
Total, revenue-producing increases	797,844

Operating expenses, major increases between actual 1955 and estimated 1962—Con.

Staffing and maintenance of new construction:	
Public welfare	$1,530,192
Public schools	1,500,244
Sanitary engineering	1,505,470
Corrections	946,938
Public health	883,621
Public Library	418,323
Fire Department	377,756
Recreation Department	275,255
Total, staffing and maintenance of new construction	7,437,799
Expansion or improvement of services of major services:	
Public health (increased assistance to private hospitals, District of Columbia General and Glenn Dale)	7,706,301
Public welfare (increased caseload)	4,181,970
Public schools:	
Reduction of pupil-teacher ratio	2,156,269
Increase in number of pupils, elementary and junior high school	1,768,005
Special teacher, junior high school and elementary	663,891
Metropolitan Police:	
216 additional policemen	1,108,400
Annualization of 100 policemen (2 months)	124,400
National Zoological Park:	
Safety	151,454
Maintenance	168,683
Highways and traffic, improve street lighting	788,896
Recreation facilities	297,784
Buildings and grounds, service to buildings	274,659
Total, expansion or improvement of major services	19,390,712
Major new services:	
Department of Vocational Rehabilitation	334,448
Public schools, elementary school needy lunch program	450,648
National defense education	171,200
Psychological testing	87,690
Prison, probation, and parole (pilot program)	255,481
Fringe parking	176,425
Public welfare, surplus foods	160,000
Prenatal clinic, Health Department	72,375
Total, major new services	1,708,267
Miscellaneous other new services:	
Civil War Centennial	28,000
Civilian parking meter attendant (police)	93,000
Legal aid	75,000
Youth council	108,500
Foreign language teachers to elementary schools	134,325
Urban renewal	119,500
Public health:	
Legal psychiatric service	48,836
Protection against poliomyelitis	46,061
Council on Human Relations	33,600
Education of aphasic and blind children at Children's Hospital (pilot program)	16,140
Lunches for children of indigent parents (secondary schools)	15,000
Washington Metropolitan Regional Conference	19,000
Total, miscellaneous other service	736,962
Increased cost of new and replacement equipment	1,753,772
Other increases not identified above	9,353,233
Total, increases	96,180,387

Tax comparison of major taxes in the Washington metropolitan area for fiscal year 1962 (tax burden of a family of 4 owning a residence and a car)

Taxes	District of Columbia		Maryland		Virginia			
	Current	H.R. 258 as reported by Senate District Committee	Montgomery	Prince Georges	Arlington	Alexandria	Falls Church	Fairfax
INCOME $5,000								
Income	$38	$38	$39	$39	$47	$47	$47	$47
Real estate	186	186	205	186	176	145	177	162
Personal property	0	0	0	0	30	25	20	26
Sales	45	62	45	45	0	0	0	0
Auto tags	22	22	15	15	20	20	11	20
Total	291	308	304	285	273	237	255	255
INCOME $7,500								
Income	$94	$94	$114	$114	$112	$112	$112	$112
Real estate	206	206	228	207	195	161	197	180
Personal property	0	0	0	0	43	35	30	38
Sales	63	88	66	66	0	0	0	0
Auto tags	32	32	15	15	20	20	11	20
Total	395	420	423	402	370	328	350	350
INCOME $10,000								
Income	$155	$155	$189	$189	$225	$225	$225	$225
Real estate	275	275	304	276	260	214	263	240
Personal property	0	0	0	0	70	56	40	60
Sales	81	111	85	85	0	0	0	0
Auto tags	32	32	23	23	20	20	11	20
Total	543	573	601	573	575	515	539	545
INCOME $15,000								
Income	$310	$310	$339	$339	$475	$475	$475	$475
Real estate	412	412	456	414	390	321	394	360
Personal property	0	0	0	0	109	88	60	94
Sales	118	168	130	130	0	0	0	0
Auto tags	32	32	23	23	20	20	11	20
Total	872	922	948	906	994	904	940	949

Statement of revenues of the general, highway, water, sanitary sewage works, and motor-vehicle parking funds of the District of Columbia showing actual revenues for 9 fiscal years and estimates for the budget year

	1953	1954	1955	1956	1957	1958	1959	1960	1961	1962 estimate
General fund:										
Taxes:										
Property taxes:										
Realty	$38,778,527	$39,396,864	$41,173,026	$42,419,632	$44,904,451	$45,571,921	$46,402,993	$51,401,858	$53,173,099	$54,300,000
Personal tangible	8,222,286	8,138,674	7,613,904	7,782,750	8,045,431	8,422,359	8,356,628	8,288,042	8,877,507	9,000,000
Subtotal, property taxes	47,000,813	47,535,538	48,786,930	50,202,382	52,949,882	53,994,280	54,759,621	59,689,900	62,050,606	63,300,000
Sales and gross receipts:										
Alcoholic beverages	3,363,067	3,472,149	4,250,918	4,763,929	5,419,936	5,505,394	5,388,743	5,665,290	6,082,162	6,000,000
Beer	577,216	547,679	662,129	659,688	750,915	719,136	779,929	756,120	783,470	775,000
Wines							547,399	620,064	655,057	655,000
Cigarette	1,256,614	1,114,882	2,218,868	2,033,630	2,061,227	2,123,759	2,499,495	2,691,596	3,080,762	3,100,000
Insurance	1,977,051	2,104,236	2,180,463	2,352,028	2,335,904	2,425,679	2,567,854	2,717,035	2,974,792	3,050,000
Motor-vehicle title	1,788,068	1,738,549	2,170,579	2,403,393	1,970,358	1,770,364	1,915,034	2,109,225	2,076,570	2,200,000
Public utilities	5,419,528	5,775,986	5,937,011	6,405,798	6,536,991	7,286,334	7,175,792	7,757,810	8,514,580	8,700,000
Sales and use	15,413,786	15,014,096	17,888,396	19,530,899	20,383,751	20,176,809	21,133,577	22,516,729	22,870,902	23,500,000
Subtotal, sales and gross receipts	29,795,330	29,767,577	35,308,364	38,149,275	39,459,082	40,007,475	42,007,823	44,833,869	47,038,295	47,980,000
Income taxes:										
Individual income	4,289,468	4,241,656	5,796,194	7,206,488	17,162,322	21,606,440	22,836,616	25,434,403	26,454,070	27,000,000
Corporation franchise	7,356,213	6,819,597	6,658,195	7,497,244	7,541,969	8,044,405	7,583,307	8,828,247	8,593,983	8,500,000
Unincorporated business franchise	1,692,020	1,620,444	1,644,692	1,546,373	1,485,121	1,531,355	1,503,971	1,566,065	1,641,271	1,600,000
Subtotal, income taxes	13,337,701	12,681,697	14,099,081	16,250,105	26,189,412	31,182,200	31,923,894	35,828,715	36,689,324	37,100,000
Other taxes:										
Inheritance and estate	1,616,553	2,556,295	1,916,162	2,171,623	2,159,384	2,887,120	2,144,551	2,586,800	3,200,621	2,500,000
Motor vehicle registration fees	3,699,188	3,204,454	3,933,025	4,073,226	3,779,946	3,755,446	3,936,555	4,061,194	3,991,081	4,060,000
Licenses and other	3,144,713	3,096,711	3,235,484	3,260,401	4,187,381	3,815,899	3,834,647	3,703,845	3,919,981	3,800,000
Subtotal, other taxes	8,460,454	8,857,460	9,084,671	9,505,250	10,126,711	10,458,465	9,915,753	10,351,839	11,111,683	10,360,000
Total, taxes	98,594,298	98,842,272	107,279,046	114,107,012	128,725,087	135,642,420	138,607,091	150,704,323	156,889,908	158,740,000

Charges and miscellaneous:										
Charges for current service	3,132,884	3,141,399	3,594,356	3,641,695	3,749,291	3,769,777	4,418,555	4,502,815	4,804,639	4,700,000
Fines and forfeitures	1,406,448	1,752,850	2,036,468	2,302,689	2,331,463	2,314,947	2,546,544	2,943,263	3,097,231	3,000,000
Rents and royalties	208,771	191,850	196,348	314,479	140,040	131,577	120,247			
Police and firemen's retirement	832,792	967,814	1,002,395	1,136,534	1,203,974	1,370,598	2,051,922	1,857,007	2,132,223	2,175,000
Interest on investments	463,446	320,358	576,368	676,677	983,064	1,346,063	1,387,722	1,215,958	617,766	
Other miscellaneous revenue	183,979	239,548	122,826	123,367	146,984	169,332	618,703	1,664,474	442,939	3,035,000
Total, charges and miscellaneous	6,228,320	6,613,819	7,528,761	8,195,441	8,554,816	9,102,894	11,143,693	12,183,517	11,094,798	12,910,000
Subtotal, general fund	104,822,618	105,456,091	114,807,807	122,302,453	137,279,903	144,745,314	149,750,784	162,887,840	167,984,706	171,650,000
Additional revenue as a result of House recommendation on H.R. 258										7,500,000
Additional revenue from increased real estate tax, approved by Commissioners										4,500,000
Subtotal, general fund	104,822,618	105,456,091	114,807,807	122,302,453	137,279,903	144,745,314	149,750,784	162,887,840	167,984,706	183,650,000
Federal payment	10,000,000	11,000,000	20,000,000	18,000,000	20,000,000	20,000,000	25,000,000	25,000,000	25,000,000	[1] 33,500,000
Federal loan authorization								20,000,000	15,900,000	20,400,000
Grand total, general fund	114,822,618	116,456,091	134,807,807	140,302,453	157,279,903	164,745,314	174,750,784	207,887,840	208,884,706	237,550,000
Highway fund:										
Gasoline tax	9,883,140	10,002,300	11,754,736	12,255,628	11,513,964	11,097,227	11,309,183	12,158,527	11,738,949	11,800,000
Licenses and other tax revenue	2,424,238	2,513,771	2,649,550	2,800,108	2,634,750	2,584,012	2,760,853	2,844,886	2,980,474	3,022,000
Charges and miscellaneous revenue	301,670	215,670	165,553	308,523	416,523	351,644	245,396	397,499	326,737	350,000
Interest on investments	49,880	108,943	78,302	158,642	262,566	382,678	230,146	137,560		
Subtotal, highway fund	12,658,928	12,840,684	14,648,141	15,522,901	14,827,985	14,415,561	14,545,578	15,538,472	15,046,160	15,172,000
Federal payment							431,600			
Federal loan authorization			3,357,000	6,000,000	5,400,000	6,481,100	5,500,000	13,100,000	3,500,000	
Grand total, highway fund	12,658,928	12,840,684	18,005,141	21,522,901	20,227,985	20,896,661	20,477,178	28,638,472	18,546,160	15,172,000
Water fund:										
Water service charges	4,504,958	4,476,651	4,950,445	5,382,071	4,946,052	5,053,598	5,378,896	5,696,665	5,722,656	5,715,000
Payment from Arlington County, Va	619,672	231,835	669,333	264,630	489,409	688,678	349,228	1,065,684	788,193	766,000
Other charges and revenue	234,894	197,339	194,584	497,836	244,540	232,089	241,203	280,218	274,930	275,000
Interest on investments	48,474	48,382	48,809	76,213	1,817	3,377			1,771	
Subtotal, water fund	5,407,998	4,954,207	5,863,171	6,220,750	5,681,818	5,977,742	5,969,327	7,042,567	6,787,550	6,756,000
Federal payment for water consumed	1,000,000	1,000,000	1,298,000	1,302,000	1,813,950	1,751,450	1,732,000	1,532,000	1,661,000	1,855,000
Federal loan authorization	6,900,000	4,000,000	2,550,000	3,000,000	5,300,000	1,600,000		1,200,000		
Grand total, water fund	13,307,998	9,954,207	9,711,171	10,522,750	12,795,768	9,329,192	7,701,327	9,774,567	8,448,550	8,611,000

See footnotes at end of table, p. 126.

Statement of revenues of the general, highway, water, sanitary sewage works, and motor-vehicle parking funds of the District of Columbia showing actual revenues for 9 fiscal years and estimates for the budget year—Continued

	1953	1954	1955	1956	1957	1958	1959	1960	1961	1962 estimate
Sanitary sewage works fund:										
Sewer service charges			$1,531,343	$2,626,840	$2,444,619	$2,479,919	$3,065,311	$3,368,701	$3,382,217	$3,383,000
Payment from Maryland			60,898		3,000,000	959,571	302,914	1,395,107	668,952	2,438,000
Payment from Virginia										222,000
Other charges and revenue			131,516	145,845	140,141	132,461	160,405	178,915	258,517	178,000
Interest on investments				29,003	80,045	108,396	43,280	19,038	11,613	
Subtotal, sanitary sewage works fund			1,723,757	2,801,688	5,664,805	3,680,347	3,571,910	4,961,761	4,321,299	6,221,000
Federal payment for sewage			592,000	590,700	744,700	753,000	697,000	686,000	872,000	898,000
Federal loan authorization			2,050,000	700,000		1,550,000			700,000	8,600,000
Grand total, sanitary sewage works fund			4,365,757	4,092,388	6,409,505	5,983,347	4,268,910	5,647,761	5,893,299	15,719,000
Motor vehicle parking fund:										
Parking meters	$425,150	$422,130	426,774	390,739	604,551	583,336	557,751	783,314	720,494	790,000
Public parking							158,166	140,043	141,342	101,000
New meters								10,038	17,157	
Interest on investments		10,718	10,387	23,646	34,095	54,989	48,128	96,597	125,650	140,000
Grand total, motor vehicle parking fund	425,150	432,848	437,161	414,385	638,646	638,325	764,045	1,029,992	1,004,643	1,031,00
Metropolitan area sanitary sewage fund:										
Potomac interceptor:										
Federal contribution									2,700,000	
Federal loan authorization									22,500,000	
Income on investments									19,213	
Grand total, metropolitan area sanitary sewage fund									25,219,213	
Grand total, all funds	141,214,694	139,683,830	167,327,037	176,854,877	197,351,807	201,592,839	207,962,244	252,978,632	267,996,571	278,083,000

Source: Department of General Administration, Budget Office.

REVENUE

Senator BYRD. Mr. Tobriner, I notice that you anticipate a $50,000 decline in revenue for the item "Licenses and others." Last year the revenue amounted to $3,850,000. This year you expect a $50,000 decline.

Mr. HERMAN. Last year we had some delayed billings in this item. There was a change in the cycle of collection and as a result there was more collected in 1961 than we anticipate in 1962.

Senator MCGEE. It is a bookkeeping adjustment?

Mr. HERMAN. That is right, a change in cycling of collections.

Senator BYRD. Why do you anticipate no interest on investment in highway funds?

Mr. HERMAN. This year the highway fund has started borrowing from the Treasury since we have liquidated all securities and run out of cash. We don't have cash and we anticipate—in fact, we have already borrowed some funds for the highway fund.

Senator BYRD. Any questions?

Senator MCGEE. Not at this stage. Are you going into the Commissioner's statement point by point or——

Senator BYRD. I think we ought to complete our questions with regard to the budget.

Senator MCGEE. All right. I had some questions that I had to raise about the request to restore items of the Police and Fire Departments.

Senator BYRD. We will take those up. Senator Schoeppel?

SNOW EQUIPMENT

Senator SCHOEPPEL. You mentioned the transfer of some of these funds to the highway funds. Would your snow equipment come under highway equipment and materiel?

Mr. TOBRINER. I would say ordinarily——

General CLARKE. Senator, snow equipment for which we are asking, part of it would go to the Park Service, to the Sanitary Department and the Highway Department.

Senator SCHOEPPEL. I am not clear on that, and I am glad you mentioned that. You are asking for $1 million Federal appropriation for snow removal. Ordinarily the Federal appropriation has been about $300,000, has it not?

General CLARKE. In the previous budgets we had about $200,000 a year. I think $260,000 was our initial submission this year of which only $25,000 would go for equipment replacement or acquisition. But we have reached the point where our snow removal equipment is just plain worn out.

Sentaor SCHOEPPEL. That is the reason for your $1 million request?

General CLARKE. Roughly one-third of the $1 million is for replacement of wornout equipment and the rest is for additional equipment to allow us to do a faster job of snow removal.

Senator SCHOEPPEL. Did you request that last year?

General CLARKE. No, sir, this is the first.

Senator SCHOEPPEL. Or the year before?

General CLARKE. No.

Senator SCHOEPPEL. Why has this snow removal equipment worn out?

General CLARKE. Mainly because of the bad winter, that is the main reason for it, sir. We and the Bureau of the Budget totaled up the loss of Federal pay for people out of work because of the snow. It amounted to about $8 million from people not being able to get to work. We assume that an investment of $1 million in equipment might reduce somewhat that $8 million loss.

I would like to make one other point. Even with the $1 million worth of equipment we could still not guarantee that there are not going to be some days that people will be forced to stay home.

Senator SCHOEPPEL. This $1 million then is a part of this $3.5 million increase that you ask?

Mr. HERMAN. Yes, sir.

Senator SCHOEPPEL. That is all.

FEDERAL BORROWING

Senator BYRD. Mr. Tobriner, why do you have nothing shown for interest on investment under your miscellaneous item in the general fund? Last year you had $617,000 and this year you have nothing.

Mr. HERMAN. The same thing applies as the highway fund, we are running out of cash and we will have to start liquidating our securities and start borrowing money.

Senator BYRD. Does the same thing apply to the water fund?

Mr. HERMAN. The water fund is already borrowing money.

Senator BYRD. Does the same thing apply to the Sanitary and Sewage Departments?

Mr. HERMAN. Yes, sir.

Senator BYRD. How much is the total loan authorization, can you give us a breakdown?

Mr. HERMAN. The total——

Mr. TOBRINER. $75 million general fund, and we have borrowed roughly $57 million on the general fund authorization.

Mr. HERMAN. Well, it is $35.9 million through 1961—it is now $20.4 million in this bill.

Senator BYRD. You have not borrowed?

Mr. TOBRINER. $57 million against $67 million total authorization for the general fund through 1962 and the House is authorizing an additional $20.4 million.

Senator BYRD. And how much do you plan to requisition?

Mr. HERMAN. The general fund?

Senator BYRD. Yes.

Mr. HERMAN. We anticipate in 1962, $6 million.

Senator BYRD. You have an authorization of how much?

Mr. HERMAN. We have an authorization at this point of $35.9 million.

Senator BYRD. I thought you said that the authorization was $57 million——

Mr. HERMAN. That is with the 1962 bill, through 1961 we had $35.9 million but with the House recommendation we have roughly $57 million.

Senator BYRD. And you have not drawn anything against that?

Mr. HERMAN. No, sir, but we will draw about $6 million in 1962.

Senator BYRD. Do you have any of your general fund money invested?

Mr. BACK. Yes, we do. I don't have the figure just exactly what is invested at this moment of the general fund. Eight million dollars, I am informed.

Senator BYRD. Why again is there no interest on the investment?

Mr. HERMAN. Well, the interest—well, we expect to liquidate this year, Senator. As a matter of fact I think we will have to liquidate at a loss because of the low rate of interest when we bought these securities. Interest has gone up since we purchased them, so we anticipate a loss.

FEDERAL PAYMENT

Senator BYRD. All right, we will take up the first item, the Federal payment.

Concerning the Federal payment, Mr. Tobriner, you have requested $36 million and the House has given you $30 million. You are now asking for a restoration of $3.5 million.

You say the bill recommends a Federal payment for three of the five funds to finance the activities of the District of Columbia government. Will you explain that sentence, please?

Mr. HERMAN. The item usually referred to as the Federal payment actually is the Federal contribution to the general fund, that is a lump-sum payment. There are two others, the water and sewer funds.

Senator BYRD. Does the $36 million go into the general fund?

Mr. HERMAN. No, sir, only $33.5 million would go into the general, and the other $2.5 million would go into the water and sewer funds.

Senator BYRD. Senator McGee?

Senator MCGEE. No questions.

Senator BYRD. Senator Schoeppel?

Senator SCHOEPPEL. No. questions.

Senator BYRD. Senator Beall?

Senator BEALL. Not now, sir.

Senator BYRD. All right. Will you go to the general operating expenses?

Mr. TOBRINER. Do you want the department heads to testify at this time?

Senator BYRD. Do you have any other comments at this time?

Mr. TOBRINER. No, sir, I don't. I would be happy to answer any questions.

Senator BYRD. General Clarke?

General CLARKE. Not at this time; no.

GENERAL OPERATING EXPENSES

Senator BYRD. For the benefit of the record the appropriation for 1961 for general operating expenses is $14,652,510; in 1962 the estimate is $15,759,000. The House allowed $15,306,600, a reduction of $452,400. The Senate committee is being asked to restore $230,800.

POSITIONS

As I have been able to glean from the information in my possession $162,426 of this would be for positions. Is that correct?

Mr. HERMAN. Yes sir.

Senator BYRD. That is correct?

Mr. HERMAN. Yes sir.

Senator MCGEE. These are key positions, I take it?

Senator BYRD. Not necessarily. I will repeat that figure, $162,426. That does not quite agree with your figure of $162,398.

Perhaps I am in error by $28.

There will be 21 positions involved plus honorariums and intermediate employment. Is that correct?

Mr. HERMAN. I have 23 positions here.

Senator BYRD. Plus honorariums and intermediates?

Mr. HERMAN. Yes.

Senator BYRD. I am rather conservative in my figures. How many positions are involved in the money that the House allowed you? They allowed you $15 million. How many positions are involved, how much for personnel compensation and personnel benefits?

NEW POSITIONS

Mr. HERMAN. Actually the House allowed 70 new positions but then deducted 8 positions already existing making a net increase of 62 positions.

Senator BYRD. Sixty-two——

Mr. HERMAN. They allowed 70 and took out 8 making a net increase of 62 positions.

Senator BYRD. Making a total of how many positions?

Mr. HERMAN. Making a total of 1,850 positions in the general operating branches.

Senator BYRD. And you are asking for 23 more in the Senate restoration figures?

Mr. HERMAN. 21?

Senator BYRD. I said 21; you said 23. So you now have a total including what the House allowed, of 1,850 positions?

Mr. HERMAN. That is right. You were correct, Senator.

Senator BYRD. Full time?

Mr. HERMAN. Yes, sir, those are full-time positions.

Senator BYRD. And the Senate is being asked to restore money to provide for 23 additional full-time positions plus part-time?

Mr. HERMAN. May I come back to your figure of 21, sir?

Senator MCGEE. Does that 21 include the 8 restorations; that is, the 8 which were cut out by the House?

Mr. HERMAN. Yes, sir.

Senator MCGEE. Does that include the 8 restorations so that in fact you have a net of 13 over the existing?

Mr. HERMAN. That is correct, sir.

Senator MCGEE. That is, 13 over the present?

Mr. HERMAN. Yes, sir.

TOTAL FULL-TIME POSITIONS

Senator BYRD. How many positions are full time at present?

Mr. HERMAN. The District of Columbia, sir?

Senator BYRD. That is right.

Mr. HERMAN. The 1961 authorized positions, 25,347.

Senator BYRD. And you are asking for how many more?

Mr. HERMAN. That is, what we were asking the House for?

Senator BYRD. How would that add up—to 26,377?

Mr. HERMAN. Actually it would add up to 26,366.

Senator BYRD. And you are asking for 21 more?

Mr. HERMAN. No sir, the whole District of Columbia—it is for 235 positions.

Senator BYRD. Yes, and in this item you have how many?

Mr. HERMAN. In this item we have—we are asking for 21 positions.

Senator BYRD. And how many do you have at the present time?

Mr. HERMAN. 1,817.

Senator BYRD. 1,817 and the House allowed 62?

Mr. HERMAN. Sixty-two—excuse me, the House allowed 31.

Senator BYRD. For the record, let us try to get the figures straight. You have in your general operating expenses at the present time, 1,817 positions?

Mr. HERMAN. That is right.

Senator BYRD. And with the additional moneys in the House bill over the 1961 appropriation you would have 62 additional full-time positions?

Mr. HERMAN. Thirty-one, sir, is my figure.

Senator BYRD. Where do I get your figure of 62? You gave it to me a little while ago. Do you want to change that to 31?

Mr. HERMAN. Yes, sir.

Senator BYRD. All right. That would make a total of 1,848?

Mr. HERMAN. That is right.

Senator BYRD. And you are asking the Senate for 21 more?

Mr. HERMAN. Right.

FISCAL YEAR 1960 POSITIONS

Senator BYRD. All right, which would make a total of 1,869. Now for the record would you tell us how many positions there were in this branch of the government in 1960?

Mr. HERMAN. This was a consolidation made by the House. We will have to provide that and insert it for the record, that information.

Senator BYRD. All right.

CONSOLIDATION OF APPROPRIATIONS

Senator MCGEE. That is, in 1960 you did not have these five groupings?

Mr. HERMAN. No sir. We just had the individual appropriations which the House consolidated from 34 down to 8 appropriations.

(The information referred to follows:)

Authorized positions 1954 through 1961 for general operating expenses

	1954	1955	1956	1957	1958	1959	1960	1961
General operating expenses:								
Executive Office	28	37	43	43	46	49	60	68
Department of General Administration	547	646	644	695	695	673	661	687
Regulatory agencies	184	189	195	201	207	230	232	236
Occupations and professions	42	43	42	42	46	45	45	55
Public library	347	352	361	368	370	372	397	413
Veterans' affairs	17	18	18	18	18	16	16	16
Department of Buildings and Grounds	298	297	300	301	307	314	299	303
Surveyors Office	37	37	38	40	40	39	39	39
Total, general operating expenses	1,500	1,619	1,641	1,708	1,729	1,738	1,749	1,817

EXECUTIVE OFFICES

Senator BYRD. Now, we will begin with the executive offices. I have these figures that I wish you would check with me, Mr. Herman.

For the executive offices of the Board of Commissioners you are asking for an increase of $88,000 over the House bill; $34,615 would be for personnel services—for positions plus intermediate employment. What I want to do is to get a pretty good idea of the number of positions that are involved in the increases being requested.

Well, I am going to state for the record the figures and you check them later. I have spent several hours after midnight working on these.

For the executive offices, Board of Commissioners, you are requesting $88,000, $34,615 of which would be for personnel services involving four full-time positions plus intermediate employment.

For the Commissioners Youth Council, $47,900 is being requested as a restoration. All of this would be for personnel, six positions involved.

For the Office of Urban Renewal you are requesting a restoration of $14,800 of which $14,468 would be for personnel services involving two full-time positions.

For the Washington Metropolitan Regional Conference you are asking $4,800, one position being involved; and making a total of $155,500 involved in this item, 13 new full-time positions plus intermediate employment.

Now would you give us some justification for the first item of $88,000.

Mr. HERMAN. We have a breakdown into five categories. I would like to have Mr. Carr, chairman of the Washington Convention and Visitors Bureau make the first presentation here.

Senator BYRD. All right.

WASHINGTON CONVENTION AND VISITORS BUREAU

STATEMENT OF EDWARD R. CARR, CHAIRMAN, WASHINGTON CONVENTION AND VISITORS BUREAU; ACCOMPANIED BY AUSTIN KENNY, ASSISTANT EXECUTIVE DIRECTOR, GREATER NATIONAL CAPITAL COMMITTEE, WASHINGTON BOARD OF TRADE; FREDERICK L. HALLER, CHAIRMAN, BOARD OF APPEALS AND REVIEW; DR. PRESTON A. McLENDON, CHAIRMAN, COMMISSIONERS YOUTH COUNCIL; MRS. NINA B. TREVVETT, EXECUTIVE DIRECTOR; JOHN S. CROCKER, EXECUTIVE ASSISTANT, OFFICE OF URBAN RENEWAL; SAMUAL HUMES, EXECUTIVE SECRETARY, WASHINGTON METROPOLITAN REGIONAL CONFERENCE

GENERAL STATEMENT

Mr. CARR. Thank you, Mr. Chairman, for giving me an opportunity to present this. I presume that you have read this justification which is just three pages long. I don't know whether you want me to wade through that or not. I have tried to brief the points that I feel do justify this appropriation. I believe that I can convince the committee that it is not only a self-supporting item but I think I can show you it

is a very profitable item and one from which you ought to get a very handsome return.

I would like to take just a few minutes on the formation of the committee and the history of the funds raised from a civic standpoint, the economic importance of tourist spending and the relationship of the tourist spending to the funds that have been made available to this committee and the taxes received by the District in relation to these funds. Is that all right, sir?

Senator BYRD. Yes, indeed.

BACKGROUND AND HISTORY

Mr. CARR. All right. The committee was formed in 1931 as a group of businessmen representing the Washington Board of Trade, the Washington Hotel Association and the organization known as the Greater National Capital Committee which is our Convention and Visitors Bureau.

The purpose, as indicated in the title, was to make this city a greater National Capital and the primary functions were to take advantage of the city's position and prestige to bring more tourists into the city and encourage more conventions to be held in Washington.

I think we might very well add that there is another factor that we feel brings people into Washington today and which has a very deep significance, in letting people know something about the history of the country and knowing something about what our National Capital is and how they are related to it.

The original members of the committee, and this holds true for community and civic leaders and people prominent in trade and business—an early decision was reached that of course in order to fully accomplish the purpose, a sufficient budget was needed to adequately staff the organization with the best personnel. Accordingly, a committee was organized to raise funds.

I should like to stress the economic purpose from the standpoint of the appropriation and what it might do for Washington business and what it might do in direct tax return.

DIRECT TAX RETURN

As I am sure all of you know, outside of the Government payroll the tourist business and the convention business are the largest industries that we have in this city and they bring in, according to the best estimates that we can get, some $375 million yearly into the city, of moneys earned somewhere else and spent here. And this has been translated by some of us as being the equivalent of 70,000 or 80,000 jobs.

Frankly, I think it is even more important than that because these people come here and they require no service, with the exception of possibly some police service or the like that may be required; but strictly speaking this money is money that is net to our economy, period.

FUNDS RAISED FROM BUSINESS INTERESTS

I think the important point to make before this committee is that our committee has consistently tried to raise more money from the busi-

ness interests. I would like to quote this, that in 3 years we raised: In 1950 we raised $112,300; in 1955 we had that up to $143,360 and last year, 1960, we raised $230,000 to promote this business——

Senator BYRD. Why are those numbers rounded out? I notice that you have shown your collection in even money since 1956 whereas previous to that time you did not have it rounded out.

Mr. CARR. That is rounded out but it was within a few dollars. I remember that we just made that $230,000 at the year end, we might have made a few dollars over.

Senator BYRD. How much do you expect to raise this year?

Mr. CARR. We expect to raise this year and I am sure we will raise, $250,000. Frankly, my people feel that is about the maximum that we are going to be able to raise under present conditions. I would not accept that as necessarily a fact but I do think, judging from what we have done in the past, that if we get this then we will be hitting pretty near to the maximum that the hotels and other businesses will pay.

TOTAL TOURISTS AND TOURIST SPENDING

Now, in relation to the tourists that we have been bringing in, in 1950 when we brought in 2,111,000 tourists in here, they spent according to our best estimates $148,046,560—this is obviously based on an average spending, but we have been very careful in estimating the amount of money spent per tourist that comes in here.

And in 1955 when we had $143,000 to work with the number of tourists jumped to 4,624,428 and the spending was $215,777,120.

Last year we feel that we went over, rounding it out, the 7 million figure and the spending went up to $375 million.

The number of tourists that we have been able to bring here and the increasing spendings have been in almost direct relation to the money we have had to use for promotion. We feel that for every dollar that the business interests have given our committee to work with that the money brought in was about $1,600 to $1 invested in this committee. Obviously all of that is not spent in the District, some is spent in Maryland and some in Virginia but it does get into the economic bloodstream of the entire area.

I happen to operate mostly in Virginia and I have contributed to this committee and I am sure that I get some indirect benefit from it.

Some people take the attitude that all of it goes to the hotels and restaurants which I think is a superficial position to take because they do not look into the fact that that volume gets into the entire bloodstream and——

Senator MCGEE. You say that 7 million brought in $375 million?

Mr. CARR. Yes.

Mr. KENNY. Not all from the tourists. Part is from the convention delegates. The convention delegate spents three times as much as a tourist.

Senator MCGEE. Do you know how it is broken down as between tourists and conventions?

Mr. KENNY. That is very hard to separate and——

Senator BYRD. Will you identify yourself?

Mr. KENNY. I am——

Mr. CARR. He is Mr. Austin Kenny, the assistant executive director of the Greater National Capital Committee of the Washington Board of Trade. And I suppose that the conventions cost the Government a little more money—I don't know how much they write off on the expense accounts.

Senator BYRD. What is the net gain?

TOURISTS DOLLAR RETURNS TAXES

Mr. CARR. I guess that when we get that money, we pay out greater taxes back on it—I don't know how it would work out.

I think from the economic standpoint and a fact that I believe you want to consider most, is that if we assume that $1,000 of this $1,600, that we get was spent in the District of Columbia—and I believe that is as fair an average as we could take—that if we translate that back into taxes—that is why I say it is a good investment if we can get this appropriation, using the figures we just received—actually I just saw this last night, a statement from the director of tourism for Pennsylvania at a convention of the International Association of Convention Bureaus, he had a very carefully worked out table to show that the average tourist dollar returns 4.7 percent back in taxes to the State of Pennsylvania.

I don't think that might be exactly true here because some of our taxes, perhaps our liquor taxes and others, are not quite as high as in Pennsylvania. I have estimated a return of $1,000 being brought in for $1 spent and that if we took a 4 percent return on that, that would go into taxes, that would be $40 for every $1 that we spent.

The point that I hope I am making is that every time we have raised this fund we have raised the business and the money that comes into the District, in almost direct proportion.

Senator MCGEE. Wouldn't this be a good sales talk to the business groups that put up the $250,000, to demonstrate that they are making money?

Mr. CARR. Senator McGee, I could not agree more. If I could give you a little personal history, I went on this committee in 1950, the year that they had $112,000. I sat in at the budget meetings. A freshman is supposed to keep his mouth shut but when they said they could only raise $115,000—By the way, Mr. Arata, our director, is going to China and he could not be here today because he is trying to get passports and so forth and he wanted me to explain why he is not here.

It seems to be a little ridiculous to hear, as one of my banker friends said, "I think you are lucky to get that much, the real estate people don't do their part," and I said, "I don't know what they are subscribing but I will guarantee that I will double it if we would raise our goal," and I am happy to say that we tripled it from real estate and they are still in my opinion not doing what they should.

It has been a hard business to sell the little fellow and many small businesses do not get into this picture that should get into it.

EDUCATIONAL CAMPAIGN

One of the things that we would like to do if we get this appropriation is to intensify our—shall I say not campaign, but our educational campaign, to many of the small businesses who just say, "We cannot afford it." Of course they can afford it if we can get the story home.

But I do want to point out that we have more than doubled it and that if we get $250,000 this year which the chairman of our fund drive feels we will get, that we certainly have made progress.

I do not buy the fact that that is the last dollar and that we should stop there. I don't believe that at all. I believe that as we grow we should get more.

I think one factor that has come into this picture even since I testified before the House committee that is going to be tremendously helpful is the new hotel that I am sure you read about which will, for the first time, give facilities to handle large conventions. We are very handicapped here in Washington. We are about the only major city that does not have a good convention hall. We have to use the armory for large conventions and obviously that was not built for convention facilities. And we lose a great many large conventions—and they are the best spenders and they bring in more money, sir, than the tourists, and we lose many of them because of that lack of facilities, and this new hotel that the Statler chain is going to operate here will give us facilities that will handle at least 80 to 85 percent of the large conventions——

Senator BYRD. Did you say Statler?

Mr. CARR. I mean the Hilton.

Senator BYRD. What are you proposing to do with the $50,000 you are requesting?

USE OF FUNDS FOR FILM

Mr. CARR. Well, we have asked that—we will use this money specifically for two items. First, there is a film which is one of the most effective tools. We have a film about Washington showing the advantages of coming here. We have many requests for it that we cannot meet. The last film that we made was in——

Mr. KENNY. In 1948.

Mr. CARR. Yes, 1948, and it is obviously outdated and worn out, to be honest with you. And we have gotten an estimate of $21,000 for that specific item to give us ample prints.

Let me say I have made a local check of a local producer that, to produce the film plus production cost, would approximate $21,000—color film, film approximately 14½ minutes in length and also suitable for televising. We have requests for 125 films that we simply cannot supply; we just don't have the funds to do so.

Senator MCGEE. These requests come from women's clubs and——

Mr. CARR. From Rotary Clubs and other civic and service organizations and many of the high schools and, as you know, the high schools are one of the groups that we have done the most with. I don't know how much money they bring in but they do bring it in and many hotels simply could not operate if they did not bring these youngsters in here.

That is I feel one of our main two-edged swords, bringing in that business. We have set up tours to go to the Government departments. For instance, take the Department of Labor, we will see to it that they reach one of the top executives to explain the operation of the Department and I feel in addition to the money angle, that they do get a lot from it and——

Senator BYRD. If the Senate refuses this $50,000 do you propose to proceed with the purchase of this film?

Mr. CARR. I frankly doubt we will be able to do it——

Senator BYRD. You are going to increase your contribution by $20,000——

Mr. CARR. We need not only the film but we need additional literature. And I must say that we have operated with a minimum staff. The number of people we operate with today is almost the same number of people we have been operating with for the last 10 years.

Senator BYRD. How large is your staff?

Mr. KENNY. 20 people.

Senator BYRD. Has the District ever made any contribution for this purpose?

Mr. HERMAN. No, sir.

Mr. CARR. On that score, Senator, I would like to point out that there is, I think, ample precedent for it. We have some figures on that in this justification.

Page 11, the plan of Georgia, for instance, appropriates 15.67 percent; Buffalo, 25 percent of the funds raised for this purpose; Cleveland 5.

Senator BYRD. Mr. Carr, let's insert this in the record. I think we are spending too much time on this item. Let's insert this in the record. It is on page 11 of the memorandum, and it will be there for all members of the committee to see.

(The information referred to follows:)

CITY/COUNTY FUNDS FOR VISITOR PROMOTION

Survey of 55 cities engaged in strong convention/tourist promotion, 26 receive city and/or county funds. Those of size comparable to Washington are:

Percentage of total budget subscribed by city-county

City	
Atlanta, Ga	16.67
Buffalo, N.Y	25.00
Cleveland, Ohio	5.00
Denver, Colo	9.00
Los Angeles, Calif	60.00
Miami, Fla	100.00
Miami Beach, Fla	58.00
New York, N.Y	16.67
Philadelphia, Pa	35.00
St. Louis, Mo	11.50
San Francisco, Calif	23.00

Source: International Association of Convention Bureaus.

Budgets of cities competing with the District of Columbia for visitor/convention business

Atlantic City, N.J	$640,000
Denver, Colo	200,000
Los Angeles, Calif	939,700
Miami, Fla	715,000
Miami Beach, Fla	404,000
New York, N.Y	600,000
San Francisco, Calif	439,450
Washington, D.C	230,000

Source: Curtis Publishing Co. and International Association of Convention Bureaus.

Visitor spending

Year	Number of tourists [1]	Number of conventions [2]	Delegates [2]	Civic funds raised [2]	Amount of tax on private rooms [3] (District of Columbia only)	Total visitor spending [2]
1950	3,211,164	312	175,000	$112,300	(4)	$148,046,560
1955	4,624,428	330	275,000	143,360	[5] $589,915	215,777,120
1960	7,000,000	450	375,000	230,000	994,830	375,000,000

[1] Figures from Smithsonian Institution (calendar years).
[2] Figures from Washington Convention and Visitors Bureau (calendar years).
[3] Figures from the District of Columbia government (fiscal years).
[4] No figures available.
[5] 10 months.

NOTE.—All figures, excepting where noted, are for metropolitan area.

USE OF FUNDS FOR LITERATURE

Senator BYRD. I think the point should be made that these cities which are being mentioned here are not the Capital of the United States.

How do you propose to spend the $29,000?

Mr. CARR. That would be spent on additional literature, pamphlets. That would be on page 9, printing, postage, bulk postage, the items specifically mentioned.

Senator BYRD. How do you use posters?

Mr. CARR. How do we use posters?

Senator BYRD. Yes.

Mr. CARR. Austin, I think you had better answer that one. I think I know.

Mr. KENNY. You use these principally in the offices of traffic agents and carrier offices, rail and air and bus, and, of course, now I think we are going to get into more and more, we are going to have to distribute these in these foreign travel offices. We are getting all kinds of requests from USIA and foreign travel agents besides for information on Washington, D.C., plus wanting them in the language of the country, which is an expensive thing to do, and to date we have not been able to do it.

HOUSE ACTION

Senator BYRD. Mr. Herman, why was this stricken in the House?

Mr. HERMAN. The House Appropriations Committee approved this item with the language included for the aid of the Metropolitan Committee of the Washington Board of Trade. It was stricken in the House floor on a point of order. Our restoration request is requiring specific contracts. In other words, we will enter into a contract with the board of trade to perform the work so that we would not require any specific language. In other words, the House Appropriations Committee for the District of Columbia did approve it.

Mr. CARR. I might say in that connection that Congressman Rabaut, who, I think, is just about as tough on appropriations as anybody I know, made a very stout defense on the floor for the item, but he could not overcome, as I understand it, the point of order.

Senator BYRD. Senator Schoeppel.

Senator SCHOEPPEL. Do you have a task force that was set up to evaluate this request?

TASK FORCE

Mr. CARR. There was a task force set up. I am glad you asked the question. The task force recommended against it, and when I talked to the chairman of the task force later, I found out that he did not have complete information. I had a task force myself, and at least I did dig into it and try to find out what it was all about. We were never contacted or talked to at all. When I talked to Mr. Turner, who was the chairman, he was very gracious in admitting that he did not quite understand it, and one of his chief objections was that this money would go to a civic organization without any control from the District.

We suggested, as we already planned to do, that we put Commissioner Tobriner and Mr. Schuyler Lowe from the District Building on our budget committee to approve any expenditures, and Mr. Turner has reversed himself and would be very happy to furnish this committee with such a statement or appear before you. If you would like to have a letter from him, he will be glad to give it.

Senator SCHOEPPEL. I do not want to be overcritical, but I thought we ought to have that in the record.

Mr. CARR. That is right, sir.

May I ask now, would you like to have such a letter from the chairman of the task force?

Senator SCHOEPPEL. I think it would be helpful, Mr. Chairman.

Senator BYRD. Yes.

Mr. CARR. All right.

(The letter referred to follows:)

GREATER WASHINGTON CENTRAL LABOR COUNCIL, AFL–CIO,
Washington, D.C., August 16, 1961.

Hon. ROBERT C. BYRD,
Chairman, Senate Appropriations Committee,
Subcommittee on District of Columbia Appropriations,
Washington, D.C.

DEAR SENATOR BYRD: I understand that reference was made at a hearing on District of Columbia budget before your subcommittee to the question of the decision of the task force on the Executive Office for the District of Columbia Commissioners having opposed the $50,000 allocation to the Greater National Capital Committee.

Subsequent to the report of the task force, I had a meeting with Mr. Clarence A. Arata, Executive Director of the Greater National Capital Committee, at which time he showed me the statistics on this type of participation by municipalities throughout the United States. It seems that the policy of using public funds for this type of purpose is not unusual. However, different types of safeguards are used in many cities.

In our discussion, Mr. Arata assured me that they would be perfectly willing to have on their executive committee at all times the incumbent President of the District of Columbia Board of Commissioners. This would, of course, cover all subsequent Presidents of the Board of Commissioners by virtue of their office. Mr. Arata also stated that they would at all times have on their Budget Committee the Chief Executive Officer of the Office of Administration of the District of Columbia Government.

In conversation with Mr. Arata this morning, he assured me that both of these steps have been taken. Since the District of Columbia government will be represented at the principal points of decision in spending the $50,000 we believe that this type of an allocation of public funds is appropriate.

Therefore, for the record, we wish to state in behalf of the Greater Washington Central Labor Council, AFL–CIO, that we support and urge the inclusion

in the District of Columbia budget by your subcommittee this item of $50,000.

Sincerely,

J. C. TURNER, *President.*

PUBLIC INFORMATION UNIT

Senator SCHOEPPEL. Now, you do have a public information unit here, do you not, in the District?

Mr. HERMAN. Yes, we do.

Senator SCHOEPPEL. Now, tell me, why cannot this be handled through that public information unit?

Mr. CARR. I really don't know too much about it.

Senator SCHOEPPEL. I don't want to be critical of your setup, as I say, when I asked that question.

Mr. CARR. My personal opinion is if they supply this material to us, that would be fine. We don't really care where it comes from, but the use of it, we feel that this committee, which is a voluntary committee, with a paid staff and understands promotion of conventions and tourists, should have the privilege of distributing this material to the best advantage.

I feel I can honestly say without contradiction by anyone, that in Mr. Kenney and Mr. Arata we have two of the finest convention promoters in the country. Several cities have been trying to get them away from us, and we have persuaded them to stay here.

Senator BYRD. Mr. Tobriner, would you like to respond to the point?

Mr. TOBRINER. Yes, sir, I think our public committee could furnish the funds. However, I think Mr. Carr has a perfectly valid point in that the board of trade group, the National Capital Committee—the Greater National Capital Committee—has more contact with people who are likely to come here and have a better distribution than the District of Columbia would have. I think it was developed over a period of many years.

Senator SCHOEPPEL. I am thinking, too, that this unit which is a part of your District organization, would provide the means where the funds would be under the supervision of a Government unit.

Mr. TOBRINER. However, the present context of the request is that the District of Columbia contract with this committee for the furnishing of these facilities, for the furnishing of this film, and for this literature. We do have some equipment, but not adequate equipment in the District to make a color film.

Senator SCHOEPPEL. I take it then you do not think there is some duplication.

Mr. TOBRINER. No, sir; I do not.

FILM PLAN

Senator MCGEE. May I say I think this is a real good idea, and I think it is cheap, this working on the film angle. I would hope that regardless of the disposition of this it would have one of the top priorities, but I appreciate the importance of the business community getting some help and sharing this burden. I do think the burden goes two ways, as my friend from Maryland here would agree, that the more successful you are and the more tourists that come to town, the higher our entertainment costs become up here on the Senate, and I would

hope that the business committee would not object to some additional source taxwise to help the Congressmen entertain the visiting firemen when they come in.

Senator BYRD. Senator Beall.

Senator BEALL. Thanks, Mr. Chairman. I am glad the Senator brought that in. I was going to ask you about this, if I may: urban renewal, the upgrading of living in the second precinct.

What do you propose to do there?

Mr. CARR. Sir, I am only testifying on this one item.

Mr. HERMAN. That will come from a later witness, Senator.

Senator BEALL. Excuse me.

FUTURE PLANS

Senator BYRD. Is it your intention if the Senate goes along with the request to continue to request this same item every year in the same amount or in increasing amount?

Mr. CARR. That question was asked by Congressman Rabaut. He asked me if I was merely trying to get the camel's nose in the tent. We assured him we were not. If we could get this, I feel there are two things: it would be very helpful for us in raising funds. I don't think that in the foreseeable future we would have to ask for any more. We would like to have it as a continuing fund, yes.

Senator BYRD. Would you be content to raise $250,000 and then stop there each year with the idea in mind that you could come to the Congress and get $50,000 a year or perhaps $100,000 a year?

Mr. CARR. No, sir. I can speak for the entire committee. That also is a very fair question. Mr. Rabaut again said, "Would you object to our tying this to your raising $250,000" feeling—and I quite agree with him—that that gives us another arm and another incentive to raise this additional money. I am so thoroughly convinced and sold on this particular work of this particular committee—and there are many others that feel the same way—that I can assure you that we would make every effort to continue to raise not just $250,000, but more.

FUNDS ON MATCHING BASIS

Senator MCGEE. What would be your reaction to a matching arrangement, say, 80–20? This would be an incentive factor in itself.

Mr. CARR. I would have no objection.

Mr. HERMAN. In the House committee, it was testified that they would have to have $250,000.

Senator MCGEE. I read that.

Mr. CARR. I think it would be very helpful. We have in many instances increased the former subscriptions. Some people have actually doubled their subscriptions.

Senator BYRD. Have you raised the $250,000 yet?

Mr. CARR. We have raised just under $200,000. But I can assure you we will get the rest. I don't know exactly where it is coming from, but I assure you we will get it.

Senator BYRD. All right, Mr. Carr, if that concludes your statement, we will move on to the Board of Appeals and Review.

Senator BEALL. Mr. Chairman, I think Mr. Carr agrees it is almost customary that these funds do grow from year to year. It is nice to

know that you are going to keep it static at $50,000, but the past record shows that these requests are inclined to go up from year to year. Don't you think so?

Mr. CARR. Well, I will promise you as long as I am around and my successor that we will not be in here trying to increase it, Senator.

Senator BEALL. I know you have been around for a long time and done a nice job, too.

Senator MCGEE. You wouldn't object to rewarding their effort, I mean if they can produce $300,000, we would go $60,000?

Mr. CARR. It would give a great deal of incentive to these other fellows that are not contributing. I don't deny that. There are a lot of them. I don't know why it is so hard to sell something that is so good.

Senator BYRD. All right, thank you, Mr. Carr.

BOARD OF APPEALS AND REVIEW

The next item is Board of Appeals and Review Building Code, $38,000, page 12.

Mr. HALLER. Mr. Chairman and gentlemen, my name is Frederick L. Haller. I am Chairman of the Board of Appeals and Review, an administrative agency of the District government.

Our Board hears appeals from various agencies of the District government which formally were presented to the full Board of Commissioners, prior to 1955.

The volume reaches such a point that in 1955 the Commissioners set up the Board of Appeals and Review to act for them in hearing these appeals.

Our Board consists of 22 members. Fifteen of them are private citizens in the District of Columbia. Seven of them are full time employees of the District of Columbia in departments which are not concerned in the appeals which are before our Board.

The last fiscal year, our Board conducted hearings and rendered decisions on 266 appeals.

I might add of those 266 appeal decisions rendered, there was only one of those appeals taken to the district court. There is no appeal from our decisions other than to the courts.

NEW BUILDING REGULATIONS

Our present Board consists of two full time employees. With the impact of the recently promulgated building regulations, including the retroactive provisions, it has just deluged our Board with appeals to such an extent that we are unable to cope with it. We ordinarily handle, conduct hearings, and render decisions on approximately five appeals per day, and under our limited setup, we only are able to conduct Board hearings 1 day a week.

We are getting an appeal from the citizens of the District, property owners, and so forth at the rate of about 175 per month.

BACKLOG

Senator BYRD. What is your present backlog?

Mr. HALLER. We have been able to cut it down. These orders from the Department of Licenses and Inspection, which consist of most of our appeals, have just recently started going out, and that is pyramiding, the number of those appeals coming in are pyramiding.

When the Board was reconstituted by the Commissioners on May 1, 1960, there was a backlog of appeals of about 275. We have reduced those old appeals to a point of about 100, and we have not yet attempted to start on any of the appeals which have been filed with our Board under the new building regulation. We are just unable to do it.

REVISED PROCEDURE AND SPEEDUP

Senator BYRD. You intend to inaugurate a prehearing procedure?

Mr. HALLER. Yes, sir, I was getting to that, Senator Byrd.

Senator BYRD. And you also intend to have two Board meetings each week instead of one?

Mr. HALLER. That is right.

Senator BYRD. How many appeals can you process this way?

Mr. HALLER. We are very hopeful that this prehearing referee program will enable us to screen out a great many of these appeals which are sent in to our Board pointing out to the appellant that they have no basis of appeal.

So, ordinarily, our Board hearings will be able to assimilate just twice the number of regular appeals that we have been hearing, but, as I say, we are very hopeful that this prehearing referee arrangement will dispose of a great, great many of these appeals which we are receiving.

ESTIMATED WORKLOAD

Senator BYRD. On page 12 of the memorandum, it is stated that you expect to be able to process as many as 3,500 appeals. Do you mean 350 or do you mean 3,500?

Mr. HALLER. We mean 3,500. We hope to do that by having this full-time referee on duty every day every week, and we believe that he will be able to handle probably 30 to 35 conferences per day.

Senator BYRD. Have you had any complaints as a result of the delays?

Mr. HALLER. Oh, yes, sir.

When I came on the job on May 1, 1960—since then, I might say it has evolved down to really a full-time job, although I am not a full-paid District employee of course—at that time there were appeals pending in our office dating back to 1957. We are now up to 1960. We have no appeals older than those instituted in 1960.

NEW POSITIONS

Senator BYRD. $38,000 will provide for four positions.

Mr. HALLER. Four additional positions in addition to the two that we have now, plus the intermittent—pay for the intermittent referee. He would be required to be one of our attorney members.

Senator BYRD. Mr. Tobriner, in his opening statement, said that the amount requested in the budget estimate was $260,000 for building code enforcement. This is a part of the $260,000?

Mr. HALLER. Yes, sir.

Senator BYRD. Senator Beall.

Senator BEALL. Yes, Mr. Chairman.

BUILDING CODE

I would like to know what are the provisions of the building code which brought about this increased workload. Has the law been changed in some way, your building specifications?

Mr. HALLER. The Department of Licenses and Inspection intends to send out 4,600 revocation notices on temporary occupancy permits which were issued back in 1940 and 1941 to roominghouses, apartment houses, tenement houses, boardinghouses, which did not even then comply with the building regulations in light, ventilation, plumbing, and other facilities.

Senator BEALL. This is actually then to bring about closer inspection service of roominghouses?

Mr. HALLER. Yes, sir, and conformity to the new regulations.

Senator BEALL. We have seen some stories in the papers about the unsanitary, unlivable roominghouse.

Mr. HALLER. Correct, sir.

Senator BEALL. This is to bring them up to standard then, is that the idea?

Mr. HALLER. That is their objective, yes, sir.

In addition to the 4,600 revocations of temporary occupancy permits, they estimate that they will issue probably 15,000 deficiency lists to the same category of buildings, which do not comply with the new building code.

Senator BEALL. And if these roominghouses don't meet your specifications, what do you propose to do with them?

Mr. HALLER. Well, we hear their appeals as to why they cannot comply and we render our decision.

Our objective in each appeal, Senator, is to attempt to work out a compromise which would comply with the code and at the same time would not work an undue hardship on the property owner.

Senator BEALL. And improve the living conditions?

Mr. HALLER. Definitely.

Senator BYRD. Mr. Haller, we thank you.

Mr. HALLER. I might add in conclusion, Mr. Chairman—I am sorry Senator Schoeppel has left—that the task force committee, when they interrogated our committee, endorsed our request 100 percent.

Senator BYRD. Thank you.

COMMISSIONER'S YOUTH COUNCIL

Dr. McLendon and Mrs. Trevvett.

You are appearing here on behalf of the restoration request for the Commissioners Youth Council, $47,900.

That is broken down into two parts, payment to board members of $10,400, which would be for personnel services (council members),

all of which would be personnel services, and the youth fitness item, $37,500, which also would be for personnel services.

Six positions would be involved in the second item, is that correct?

Dr. McLendon. That is correct.

Senator Byrd. This item was denied by the House, wasn't it?

Dr. McLendon. Yes.

Senator Byrd. And you appeared before the House committee?

Dr. McLendon. Yes.

Senator Byrd. Would you like to proceed?

Dr. McLendon, would you mind just stating the highlights and letting me have that for the record?

Dr. McLendon. Yes, sir.

I think you have copies of this justification as well as being included in the complete agenda in more detail a report of the activities of the Youth Council.

Senator Byrd. Yes, in 1960 you had $76,655; in 1962, you estimated $108,500. Why the increase?

INCREASED PROGRAM

Dr. McLendon. Because of the increased activity in taking over various projects which are necessary in the program devoted to delinquency prevention, including youth fitness, the implementation of the White House Conference's recommendations as directed to States and specifically to our District of Columbia.

Senator Byrd. You are speaking on both items now, aren't you?

Dr. McLendon. Yes, sir.

Senator Byrd. Youth Council and youth fitness program.

Dr. McLendon. That is correct.

We make no differentiation between youth fitness and delinquency prevention in the general overall programs which are directed to those activities.

ADMINISTRATIVE DUTIES

Senator Byrd. What administrative duties are performed by a member of the Youth Council?

Dr. McLendon. The administrative duties of the director.

Senator Byrd. What are the administrative duties performed by a member of the Youth Council?

Dr. McLendon. Oh. No actually administrative duties except the fact that the Youth Council is directed to carry out these programs and therefore the policies are made by the Council and handed on to the director who carries out the actual work necessary thereto.

DELINQUENCY RATE

Senator Byrd. Tell us something about the juvenile delinquency rate for 1960.

Dr. McLendon. The rate at that time was 7.8.

Mrs. Trevvett. May I speak to the question?

Senator Byrd. Yes, ma'am.

Mrs. Trevvett. Since 1954, when the Youth Council came into existence, the first 4 years when we were in operation, the delinquency rate declined a total of 33.5 percent.

Senator Byrd. Would you kindly speak a little louder, please.

Mrs. TREVVETT. The following year, fiscal 1958, we went up 3.5. The next year we went up 7.7. We have just gotten the figures for fiscal 1961. We went up 2.29.

Senator BYRD. How do you explain the increase in the delinquency rate as against the increased expenditures for this program?

Mrs. TREVVETT. We have had expansion of this program, sir, only once. That was in the 1958 budget request when an item was put in for youth fitness.

The total of that amount was $37,500 and that is what we wanted to speak to today.

Senator BYRD. And the delinquency rate went up since? The more money we spent, the higher the delinquency rate became?

Mrs. TREVVETT. That is the way it looks, but the delinquency rate all over the United States has been going up. We have been doing considerably better here than has been the picture nationally.

PROGRAM DIFFICULTIES

We are laboring against terrific difficulties here in the District of Columbia.

Senator BYRD. What are they?

Mrs. TREVVETT. Well, one of the first ones is that the city is caught with the disadvantaged people who in other cities can go to the suburbs. In the District of Columbia going to the suburbs is pretty likely to mean Maryland or Virginia, so that we have a disproportionate number of low economic families.

Senator BYRD. Can't they go to Maryland or Virginia?

Mrs. TREVVETT. Most of them cannot.

Senator BYRD. The population in the District of Columbia has decreased from 802,000 in 1950 to 792,000 at this time.

Mrs. TREVVETT. The proportion of disadvantaged families has increased, though, sir.

Dr. MCLENDON. And also there are contributions to the situation by the surrounding communities too to a certain extent.

Senator BYRD. Contributions of what kind?

Dr. MCLENDON. Inhabitants of the two bordering States contribute somewhat to our delinquency rate.

Senator BYRD. In what manner?

Dr. MCLENDON. In the activities which they enjoy in the city which they do not in the surrounding counties.

Senator BYRD. You mean delinquents from Maryland and Virgina come over into the District of Columbia and perform their work here?

Dr. MCLENDON. That is true; yes, sir.

It is true in a general way that urban delinquent rates are much higher than rural and one might call the surrounding community essentially a rural community.

The trends of delinquency is very similar to that of any other contagion in that there are cycles in which nothing can be done about it, such as your influenza cycles strictly in the medical field. No matter what you do, the rate is going to increase and decrease periodically.

Senator BYRD. Why spend more money?

Dr. MCLENDON. Because some day we will find the answer to it, we hope.

Mrs. TREVVETT. You asked about why we have difficulty here in the District of Columbia. Another one is the lack of occupations, employment, for unskilled people. There is almost no industry here, as you know, sir.

UNEMPLOYMENT RATE

Senator BYRD. What is the unemployment rate in the District of Columbia? What percentage of the labor force is unemployed here in the District of Columbia?

Mrs. TREVVETT. I am sorry, I don't know. But I do know that a survey that we made of 16- and 17-year-old youth here about 3 years ago showed that there was a fairly constant figure of 4,000 of these persons who were out of school, and about half of those had no jobs.

Senator BEALL. Is that during the summertime?

Mrs. TREVVETT. That was school dropouts, the age of 16 and 17.

Mr. TOBRINER. Mr. Chairman, the latest figure I have been able to get on the unemployment rate is about 2.5 percent.

Senator BYRD. Thank you, Mr. Tobriner.

Very briefly, tell us something about the program. What do you do?

PROGRAM FEATURE

Mrs. TREVVETT. The distinctive feature——

Senator BYRD. What do you do to curb juvenile delinquency?

Mrs. TREVVETT. The distinctive feature of the Youth Council program is the use of volunteer services of citizens throughout the community. We have about 1,000 plus leading citizens who work on a volunteer basis, organized in area boards throughout the city, and they take a specific projects, such as gang control, employment, working with the children who are known to the Police Department who do not have to go to juvenile court, organizing clubs for young people. They work directly with the roving leaders of Recreation Department, again on gang control and just the troublesome groups.

ROVING LEADERS

Senator BYRD. What do you mean by roving leaders? Tell us what a roving leader is? What does he do?

Mrs. TREVVETT. Are you familiar, sir, with the street project program of New York City?

Senator BYRD. No.

Mrs. TREVVETT. These are detached workers or leaders, whatever you call them, who do not stay in offices but drift around on the streets and become friends of the gang groups.

Senator BYRD. Are these roving leaders paid for their services?

Mrs. TREVVETT. Yes, sir. That is the Recreation Department. They have seven roving leaders, all of whom are, in effect, assigned to the gang control project of the Youth Council.

We have a system worked out whereby the special officers of the Youth Aid Division of the Police Department identify movements of youngsters throughout the city. We have about 300 gang groups here, and as we get a concentration or threat in any part of the city, the Recreation Department moves one of its roving leaders there. That is all cleared through the Youth Council Office. It is a centralized operation, and then the Recreation Department worker becomes

acquainted with the boys who have already been identified to him by the police.

The area boards of the Youth Council are notified of the gang situation and what the program plan is and then the area boards attempt to come up with whatever it is the gang worker feels he needs in working with that gang. And that is the simple and, I think, very inexpensive operation that we have worked out on gang control here. I think the record of gang control is outstanding in the District of Columbia.

Senator BYRD. Do you attribute that record to the expenditure of moneys in this program?

Mrs. TREVVETT. Yes, I do, indeed, plus the involvement of the thousand volunteer citizens throughout the city. We get their services for nothing.

Dr. MCLENDON. I might add that is part of what might be called the fitness program.

Senator BEALL. Mr. Chairman.

Senator BYRD. Senator Beall.

VOLUNTEER WORKERS

Senator BEALL. These thousand volunteer workers, do they perform regular hours of the day, that is, certain days of the week? Do they volunteer for——

Mrs. TREVVETT. They are ordinary regular citizens working, but they are, oh, the PTA people and the Rotary and the schools and churches and clubs who give their services after their regular working hours.

Senator BEALL. And they are available at all times?

Mrs. TREVVETT. Oh, yes, sir.

Senator BEALL. Most any evening.

Mrs. TREVVETT. Any time at all. They meet on a regular basis and somebody from our staff covers every meeting of all the special projects in the area boards.

Senator BEALL. Does the board, your board, operate, do anything other than act as advisers?

Mrs. TREVVETT. They plan and coordinate the neighborhood activities all over the city, but they also pitch in and sponsor troubled children and distribute clothing and do all kinds of immediate contact work with delinquents and potential delinquents.

Senator BEALL. Who are the members of your board?

Mrs. TREVVETT. They are leading citizens in every neighborhood of the city. We have 22 area boards.

Senator BEALL. It certainly seems to me, Mr. Chairman, that if you get a thousand volunteers, public-spirited citizens, to cooperate and do this work, that for $37,000 that is a right good bargain.

Dr. MCLENDON. We feel so, sir.

TOTAL EMPLOYEES

Senator BYRD. How many employees do you now have on the Youth Council?

Mrs. TREVVETT. There are 13 authorized positions. We have two vacancies. Of the 13 authorized positions, 7 people work directly with the area boards, coordinating their work and stimulating it.

Senator BYRD. And you are asking for six more?

Mrs. TREVVETT. No, sir. We were not asking for any additional. We have not asked for any additional for the past 3 years.

Senator BYRD. Six positions are involved in the $37,500.

Mrs. TREVVETT. They were eliminated from the budget, which was not an increase.

Senator BYRD. If you get the $37,500, aren't you going to use it for six more positions?

Mrs. TREVVETT. No, sir.

Dr. MCLENDON. It maintains the present status, sir.

Senator BYRD. Which pays for six positions.

Dr. MCLENDON. That is true. We are now paying for the 13 and this request only restores that.

RELATIONSHIP TO RECREATION

Senator BYRD. What is the relationship of this program to that presented by the District of Columbia Recreation Department? Is there any duplication?

Mrs. TREVVETT. None whatsoever. We work very closely together, sir.

Dr. MCLENDON. That is part of the Council.

Mrs. TREVVETT. One of the duties of the Youth Council is to coordinate work among the agencies that deal with delinquency.

Senator BYRD. You are asking for $10,400 to pay honorariums to public members, at the rate of $53 per day?

Mrs. TREVVETT. We are not speaking in defense of that today, sir. That is an administrative decision of the District Building. We are speaking only for the restoration of $37,500 which is for personnel.

Senator BYRD. I understood you earlier, in answer to a question which I asked, to say that you appearing in defense of both items?

Senator Beall, do you have any further questions on the youth fitness program?

AREA BOARD MEMBERS

Senator BEALL. I don't think so, but getting back to the board members, they do work also actively, other than act as advisers?

Mrs. TREVVETT. Oh, yes, sir. One of the activities, well, like the need for mental health facilities. There was a pronounced need in the schools over east of the Anacostia River. The area board over there in the Congress Heights area circulated a questionnaire among the schools and did a fairly complete study of what the real need was and then got busy on establishing the mental health facility which has not operated yet. There was a small clinic operated by the Kiwanis on a voluntary basis. The area board approached the administration of St. Elizabeths Hospital and the Health Department and the Kiwanis Club and various other groups and worked out an arrangement by which the 30 psychiatrists who are in training at St. Elizabeths can operate a daytime outpatient psychiatric treatment center for schoolchildren east of the Anacostia River.

The expense would be for psychiatrists to supervise these 30 student psychiatrists. The Health Department would like to take on responsibility for that, and I believe there is a $48,000 item in their budget this year which they would direct to that service.

Now, that is a straight, new activity that the area board there thought up and did the footwork on.

Dr. McLendon. I might emphasize the fact that that was started by a former member of the Commissioners Youth Council, Dr. Addison Duvall, whom you may have heard testify before, and that it has been active all these years, but the responsibility for its creation was within the Commissioners Youth Council and the area board of that particular area.

Mrs. Trevvett. Another area in which they have been quite active has been in job training. Area board members take that on. Sometimes a small group specializing in, oh, babysitting or household care or car washing or any specialty. The area board members do the training and do supervised work placements and get youngsters launched, a small group at a time.

Senator Beall. Thank you.

Senator Byrd. Mrs. Trevvett, would you submit for the record the cases referred by the Youth Aid Division of the Youth Department to the juvenile court?

Mrs. Trevvett. You mean the number, sir?

Senator Byrd. Yes, ma'am, just as you presented it during the House hearings. You will find them on page 132 of the House hearings.

Mrs. Trevvett. Thank you.

(The information referred to follows:)

Part I.—*Offenses*

MALE JUVENILES INVOLVED

Offense	Number of cases		Plus or minus
	1959	1960	
Homicide	3	3	----------
Rape—carnal knowledge	50	48	−2
Robbery	251	276	+25
Attempt robbery	15	11	−4
Aggravated assault	99	142	+43
Housebreaking	864	681	−183
Attempt housebreaking	60	64	+4
Grand larceny	49	34	−15
Petit larceny	604	534	−70
Auto theft	498	367	−131
Total	2,493	2,160	−333

Note.—In fiscal 1959, there was a 25.6 percent increase in part I offenses over fiscal 1958. For this year there was a decrease of 13.3 percent in such crimes for which male juveniles were charged. Increases occurred in crimes against the person—robbery and aggravated assault—and decreases were noted in crimes against property—housebreaking, petit larceny, auto theft.

PART I.—*Offenses*—Continued

FEMALE JUVENILES INVOLVED

Offense	Number of cases		Plus or minus
	1959	1960	
Homicide	0	0	----------
Rape—carnal knowledge	0	0	----------
Robbery	1	21	+20
Attempt robbery	0	1	+1
Aggravated assault	25	30	+5
Housebreaking	13	10	−3
Attempt housebreaking	1	0	−1
Grand larceny	6	1	−5
Petit larceny	70	141	+71
Auto theft	6	6	----------
Total	122	210	+88

NOTE.—There was a substantial increase in the commission of part I offenses by girls. This increase was largely reflected in two categories, robbery and petit larceny.

Summary of complaints filed in juvenile court against female juveniles

Offense or violation	Number of cases		
	1959	1960	Increase (+) or decrease (−)
Violation, ABC regulations	2	2	----------
Arson	2	1	−1
Attempt robbery	0	1	+1
Cruelty to children	0	1	+1
Simple assault	17	27	+10
Assault with dangerous weapon	25	30	+5
Assault on police officer	7	3	−4
Carrying dangerous weapon	2	3	+1
Carrying prohibited weapon	1	0	−1
Destroying Government property	2	2	----------
Destroying movable property	1	0	−1
Disorderly conduct	23	20	−3
Intoxication	6	15	+9
False fire alarms	1	0	−1
Forgery	22	1	−21
Grand larceny	6	1	−5
Housebreaking	13	10	−3
Attempt housebreaking	1	0	−1
Larceny from mailbox	2	0	−2
Petit larceny	70	141	+71
Robbery	1	21	+20
Sec. III, Juvenile Court Act	3	5	+2
Sec. IV, Juvenile Court Act	4	7	+3
Sec. IX, Juvenile Court Act	3	1	−2
Soliciting prostitution	2	1	−1
Taking property without right	4	0	−4
Auto theft	6	6	----------
Unlawful entry	5	0	−5
Uttering	2	0	−2
Homicide	0	0	----------
Receiving stolen property	0	0	----------
Attempt robbery	0	0	----------
Threats	0	6	+6
False reports	0	1	+1
Perjury	0	1	+1
Violation, postal laws	0	0	----------
Present in illegal establishment	0	1	+1
Vagrancy	0	1	+1
Total	233	309	+76

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AREA BOARDS

Senator BYRD. You have 22 area boards aided and guided by a paid staff. How many of the area boards are active?

Mrs. TREVVETT. Twenty-one.

Senator BYRD. And would you kindly submit the name and address of the chairman of each board?

(The information referred to follows:)

COMMISSIONERS' YOUTH COUNCIL

Area boards, July 1961

Area boards	General location	Approximate population	Chairmen
A	Georgetown	26,300	Mr. George Brasfield, stockbroker; junior chamber of commerce.
B	Cleveland Park	15,800	Rev. John Robert Jones, minister, Saint Albans.
C	Palisades	12,800	Mr. Edward W. Overton, Middle States Institute; area resident.
D	American University	21,900	Dr. Robert Powell, American University; area resident.
E	Chevy Chase	20,300	Mr. Philip Blacklow, attorney, Wilson Home and School Association.
F	Brightwood	41,600	Mr. Sidney H. Zevin, principal, Paul Junior High School.
G	Carter Barron	18,500	Mrs. Charles Drew, housewife; Rock Creek East Civic Association.
H	Petworth	20,800	Mr. Alexander T. Thompson, caterer; PTA-Barnard.
I	Mount Pleasant	54,100	Mrs. Helen H. Fisher, director, Columbia Heights Boys Club.
J	Howard University	45,600	Mr. Edward Armstead, teacher, Garnet-Patterson Junior High.
K	Foggy Bottom	41,200	Dr. Stanley E. Jackson, principal, Stevens-Summer Schools.
L	2d precinct	47,100	Mr. Nathaniel Dixon, principal, Scott-Montgomery School.
M	Old Southwest	8,100	Rev. Harry V. Porter, minister, Westminster Presbyterian Church.
N	Near Southeast	44,400	Melvin Jenkins, M.D., Howard University, professor; Southeast Civic Association.
P	Near Northeast	80,200	Mrs. Ailean Zaha, Christ Child Settlement House.
R	McKinley Tech	24,000	Mrs. Florence Radcliffe, school teacher; area resident.
S-T	Brookland	52,400	Mr. C. C. House, school teacher; Brookland Civic Association.
U	Congress Heights	43,600	Mrs. Rosemary Holverstott, housewife; PTA and Citizens Association.
V	Berry Farms	34,200	Mr. Lovell L.Cyrus, government worker; area resident.
W-X	Hillcrest	17,600	Mr. John A. McClellan, salesman, Sea Scouts; area resident.
Y	East Capitol	35,700	Mr. James Pryda, government worker; Davis PTA.
Z	Kenilworth	43,100	Mrs. Bernice Busey, music teacher and composer; area resident.

BUDGET FOR FISCAL YEAR 1961

Mrs. TREVVETT. Actually, the 22d has a chairman, too, but they have only one committee active, and I was being honest.

Senator BYRD. What was the 1961 budget, Mr. Herman?

Mrs. TREVVETT. I have it right here. I have it submitted to the District Building, but I don't know the refinements on the difference between.

The 1961 budget was $96,500.

The 1962 budget was $98,100.

Senator BYRD. That doesn't include the payment for the honorariums?

Mr. HERMAN. No, sir; that was a decision that came later on by the Corporation Counsel to entertain members of the board.

PAYMENT TO PUBLIC BOARD MEMBERS

Senator BYRD. Mr. Tobriner, maybe you would like to speak to this item of $10,400.

Mr. TOBRINER. Mr. Chairman, the Corporation Counsel of the Disuutrict of Columbia has ruled that in the case of Commissioners' Committees where the work performed by them is other than advisory but is operational in nature that the current law provides that those people must be compensated.

We have pending before Congress now, I believe, or it still may be in the Bureau of the Budget—I don't recall—a piece of legislation that would enable the District of Columbia to accept volunteer services without compensation.

Senator BYRD. The Commissioners are recommending the adoption of that?

Mr. TOBRINER. Yes, sir.

Senator BYRD. $53 per day, $6.61 per hour. That is pretty high isn't it?

Mr. TOBRINER. Yes, it is.

Senator BYRD. How were these figures arrived at, $53 a day, $6.61 per hour?

Mr. HUBBARD. I don't have the exact figures with me but I would like to submit them by way of background, there was a study made on the justification of comparable figures for a part-time basis.

Senator BYRD. Would you identify yourself for the record?

Mr. HUBBARD. Henry Hubbard, personnel officer.

(The information referred to follows:)

Section 15, of Public Law 600, 79th Congress, as implemented by the District of Columbia Appropriation Act, Public Law 86-412, for fiscal year 1961, provides authority for the appointment of experts and consultants. Section 15 of Public Law 600 gives agencies including the District government wide discretion in fixing rates of pay for experts and consultants, the only limitation being on the maximum amount payable. The Comptroller General has ruled (29 Comp. Gen. 267) that, for purposes of the limitation prescribed in section 15, the highest rate payable under the Classification Act means the top rate of GS-15 now $15,030 a year or $57.84 per day.

The Board of Commissioners, District of Columbia, currently have an agreement with the U.S. Civil Service Commission for the employment of experts or consultants, which among other things, provides that the District of Columbia personnel officer will determine that such appointments meet all legal and regulatory requirements.

In establishing a rate of pay which is fair to the individual and the Government, consideration is given to the value of the assignment in terms of normal salary levels as represented by pay schedules of the Classification Act. This requires an estimate of the grade in which the duties would be placed if under the Classification Act.

Since each individual type of position must be reviewed and the relative value of such duties established, it was determined for budgetary purposes to use the minimum rate for GS-15 (approximately $53 per day) as an average. Some individuals would be paid less than this amount and some would be paid more. Because of the nature of the assignments and the qualifications required few, if any, positions of experts and consultants would be established at less than grade GS-13, and many such positions in the Federal Government would be established at the maximum rate of GS-15. It should be noted that these individuals work only intermittently and normally work only a few hours a day. Pay is computed on an hourly basis for the actual hours worked.

SUBSTANTIVE LEGISLATION

Senator BYRD. Mr. Tobriner, would this request for $10,400 be subject to a point of order in view of the fact that it takes the place of substantive legislation?

Mr. TOBRINER. Sir, I am not enough of a parliamentarian to answer that.

Mr. HERMAN. We are trying to get laws so we won't have to pay it, Senator. So, I think we are in the clear as far as this is concerned because the law provides now according to our Corporation Counsel that we will have to pay it. But if the law provides we won't have to pay it, these people want to volunteer their services.

Senator BYRD. You have been paying it?

Mr. HERMAN. Since the Corporation Counsel's ruling of the last 8 months, I believe.

Senator BYRD. How much have you paid?

Mr. HERMAN. There are five offices involved and it runs around $25,000.

Senator BYRD. $25,000.

Mr. HERMAN. A year.

Senator BYRD. $25,000 you have paid in the past 8 months?

Mr. HERMAN. Eight months, yes.

Senator BYRD. Where have you gotten that?

Mr. HERMAN. We have had a saving up to this point. We forced the department to make savings to make the payments.

Senator BYRD. Savings in what areas?

Mr. HERMAN. Through various means—it could be personnel or purchase of equipment or any other method.

Senator BYRD. If we appropirated the $10,400, would you continue to make savings in the same areas?

Mr. HERMAN. No, sir. But we have stated in the justifications in the event this legislation is passed in this session of Congress, we will reserve this money and return it to the Treasury. In other words, the request is on a contingent basis.

Senator BYRD. You have been getting this money from savings in other areas?

Mr. HERMAN. Yes, sir.

Senator BYRD. If you get the money this time, you don't intend to continue to have the savings accrue in the other areas?

Mr. HERMAN. We will provide the services that we should be providing, if I may say so.

Senator BYRD. What will you do if you don't get this money, continue to take it from other areas?

Mr. HERMAN. Until we get legislation permitting us to accept volunteer services.

Senator BYRD. Any questions?

Senator BEALL. I have no questions.

Senator BYRD. Thank you.

Thank you Mr. McLendon, Mrs. Trevvett.

Next item, "Office of Urban Renewal."

OFFICE OF URBAN RENEWAL

Mr. HERMAN. Mr. Crocker will take this, Mr. Chairman, the executive assistant for Urban Renewal.

Justifications appear on page 19.

Senator BYRD. Now, for the Office of Urban Renewal, you are requesting a restoration of $14,800 of which $13,312 will be for personnel services involving two positions, is that right?

Mr. CROCKER. That is correct, sir.

Senator BYRD. All right. Would you make your statement?

Mr. CROCKER. I am John Crocker, executive assistant in the Office of Urban Renewal and I am here in connection with the package project known as improvement of living and social conditions in the second precinct.

SECOND PRECINCT

Senator BYRD. This is another item in the overall project involving $294,000 is it not, Mr. Tobriner?

Mr. TOBRINER. Yes, it is.

Senator BYRD. $294,000.

Mr. CROCKER. This was mentioned in Commissioner Tobriner's opening statement. The Office of Urban Renewal is involved with seven other departments of the District government. The Commissioners have selected us to furnish the leadership and coordination of the other departments working in the second precinct area.

To do this, we feel that we need a field supervisor and a secretary, our present staff being completely occupied and not able to take over the additional duties.

PRESENT STAFF

Senator BYRD. What is the strength of the present staff?

Mr. CROCKER. Eight total, sir, six professionals, including myself, and two clerical.

Senator BYRD. How many secretaries do you have at present?

Mr. CROCKER. Two.

Senator BYRD. Why do you need one more secretary for one additional supervisor?

Mr. CROCKER. Well, these people will be in an office in the field outside of the District Building and the secretary would be answering phones and keeping the office going in the absence of the field supervisor.

Senator BYRD. Couldn't your present secretarial force take care of the work resulting from the addition of one field supervisor?

Mr. CROCKER. No, sir.

Senator BYRD. You say this is part of the overall figure of how much?

Mr. HERMAN. $294,310.

Senator BYRD. Mr. Tobriner, could you tell us a little something about this second precinct concerning which you have a total request for $294,000?

Mr. TOBRINER. Mr. Chairman, the second precinct, as you probably know, is one of the most blighted areas in the District of Columbia. The crime rate there has been extremely high. Living conditions are deplorable. It was originally intended, I believe, that this entire area should be the area in which urban redevelopment should take place.

Because of the stringency of funds that project is no longer available and this project that we hope you will approve is a delaying operation, a holding operation, an attempt to maintain and upgrade the character of the neighborhood so that when urban renewal takes over its job will be less. It involves alley cleaning. It involves the enforcement of the building codes and various other aspects designed to upgrade living conditions in that particular area of the city.

Senator BYRD. Would you state your last sentence again, please? Make that last statement again.

Mr. TOBRINER. To upgrade living conditions in that area of the city.

BUILDING CODE

Senator BYRD. And what did you say with reference to building codes?

Mr. TOBRINER. Well, it involves a more intensive enforcement of the building code in that area, the cleaning of alleys, the use of further educational facilities and a general concentration of District facilities in order to improve conditions in the second precinct.

Senator BYRD. And how much did this amount to this year?

Mr. TOBRINER. $294,000.

Senator BYRD. Is that in addition to the $260,000 for the building code enforcement?

Mr. HERMAN. It is a separate project, Mr. Chairman.

Mr. TOBRINER. Yes. The building code enforcement relates to the entire city area.

Senator BYRD. Then, why did you tie in the reference to the building code in connection with your justification of the $294,000 item?

HOUSING CODE

Mr. CROCKER. Senator, the Commissioner, I think, misspoke. He meant to say the housing code instead of the building code.

Mr. TOBRINER. I did. Housing instead of building.

Senator BYRD. All right. Now, we will go to the next item.

WASHINGTON METROPOLITAN REGIONAL CONFERENCE

Mr. HUMES. Mr. Chairman, I am Samuel Humes, executive secretary of the Washington Metropolitan Regional Conference. The conference is the organization of the governments of the National Capital area. Its governing body is made up of the members of the governing bodies of each of the six counties, two independent cities, District of Columbia representatives, two State legislatures and Congress.

Senator Charles R. Fenwick, a member of the Virginia Senate, the acting chairman of the conference, was hoping to be here today. He was here at the early part of the session, but couldn't stay here until this time.

I have a very short statement I would like to make.

Senator BYRD. Could you insert it in the record?

Mr. HUMES. I have already passed it up to the clerk.

Senator BYRD. Could you then give us the highlights without reading the entire statement?

Mr. HUMES. Yes, sir.

There is a tabular presentation of the more significant 1961 accomplishments and 1962 objectives which I have also submitted for the record.

I would like to point out that in the last year's budget the District contributed two-thirds of the total budget and this year the District has been asked to contribute less than half.

Senator BYRD. Less than half of the total of last year?

TOTAL CONFERENCE BUDGET

Mr. HUMES. No, less than half of the total conference budget. The 1962 total requested conference budget is $38,500. The District is being asked to contribute $19,000. The suburban governments have already agreed to their contributions. As a matter of fact, more than half of them have already been received and have been deposited.

The requested increase of the District contribution to the WMRC budget in 1962 was $6,000. It was an increase of $13,000 to $19,000.

SECRETARY

The House of Representatives reduced this amount by $14,800 by eliminating the position of the secretary.

It should be pointed out that this is the only secretarial or clerical position on the WMRC staff. In fact, it is not a new position but one that was formerly paid for by the funds contributed by the suburban governments. The WMRC switched the position from the one fund to the other, and this is the reason it is essential to our program that this be restored.

Senator BYRD. What employees do Maryland and Virginia furnish?

Mr. HUMES. During the budget year of 1961, the suburban contributions paid for the secretary. During the budget year of 1962, it was proposed——

Senator BYRD. They each furnished one secretary?

Mr. HUMES. No. During the budget year of 1961, out of the District appropriation was paid my salary and the suburban contributions paid the secretary's salary. For 1962 it has been proposed that there will be an administrative assistant on the staff who will be paid for from the suburban contributions. Since this is a higher paid job than the secretary—it is a GS–7 grade—it has been proposed that the secretary be paid for from the District appropriation.

PRESENT STAFF

Senator BYRD. What is the makeup of the present staff?

Mr. HUMES. At the present, it is myself and the secretary.

Senator BYRD. And Virginia and Maryland have paid the salaries of the secretary?

Mr. HUMES. Yes, sir.

Senator BYRD. And who has paid your salary?

Mr. HUMES. The District appropriation.

Senator BYRD. Now, you propose to pay both the secretary and your salary from the District appropriation, is that right?

Mr. HUMES. Yes, sir. And the suburban contributions will pay for the administrative assistant who is slightly higher paid than the secretary.

I might point out that our program is following the recommendations of the Joint Committee on Metropolitan Problems which has made specific recommendations that the program of the conference be increased.

Senator BYRD. You presented this request to the House?

Mr. HUMES. That is right.

Senator BYRD. How much did the House allow you?

Mr. HUMES. The House allowed $14,200—it is a cut of $4,800 from the $19,000.

Senator BYRD. All right.

RESULT OF NO RESTORATION

What would be the result of your not getting the $4,800?

Mr. HUMES. It would eliminate the only secretary from the staff which would make life a bit difficult.

Senator BYRD. Eliminates the present secretary?

Mr. HUMES. It would eliminate the present secretary.

BUDGET STRUCTURE

Senator BYRD. Tell the committee something about your budget. Do you presently have a secretary and yourself? And what do the salaries of these two persons mentioned amount to?

Mr. HUMES. The salary of myself is $9,100. The salary of the secretary is $4,400. I am rounding these out to the nearest hundreds. The salary of the proposed administrative assistant is a GS–7. That is $5,300.

Senator BYRD. Then, do you propose if you don't get this $4,800 to eliminate the secretary and take on the administrative assistant?

Mr. HUMES. We would have to go back to suburban governments. Obviously there is no point in having an administrative assistant without having a secretary.

Senator BYRD. So then if you go back to the suburban governments and don't get any increase there, you would maintain the secretary and leave off the administrative assistant? You would proceed under your present working arrangement?

Mr. HUMES. That is right, Mr. Chairman. There is no chance of going back and getting more money. We would be going back and asking if we could rebudget this.

Senator BYRD. What is the total amount contributed by the Virginia and Maryland governments now?

Mr. HUMES. In the current year, the Maryland and Virginia local governments contribute $19,500. Most of those contributions have already been received and put in the miscellaneous trust fund.

Senator BYRD. What is the amount contributed by the District of Columbia government?

Mr. HUMES. The amount that is being requested is a total of $19,000, which is less than half of the total budget.

Senator BYRD. What is the amount being contributed, minus the $4,800?

Mr. HUMES. $14,200.

Senator BYRD. You need that plus the $19,000 from Virginia and Maryland to employ three persons?

Mr. HUMES. There are several other things, Mr. Chairman.

I have submitted an outline of the budget which includes several items. It is more than what you might call housekeeping items.

Senator BYRD. All right.

In summation, then, if you are unable to get the $4,800, the restoration which you are asking for here, and you say you will not be able to get the other two new State governments to contribute any greater amounts than they are presently contributing, you will be forced to proceed under the present working arrangement?

Mr. HUMES. The reason why they will not be able to increase is the budgets have already been set. These budgets have been determined by them the early part of this year. It would be too late to go back.

Senator BYRD. All right.

(The information referred to follows:)

WASHINGTON METROPOLITAN REGIONAL CONFERENCE

The Washington Metropolitan Regional Conference is an organization of the governments of the National Capital area, the purpose of which is to promote cooperative action in solving metropolitan problems. The WMRC works closely with the various regional agencies (i.e., National Capital Planning Commission, National Capital Regional Planning Council, National Capital Transportation Agency, Metropolitan Area Traffic Council) as well as the various governments of the area, members of whose governing bodies make up the conference membership. The main areas of activities of the WMRC are transportation, sanitation, health and welfare, public safety, and planning. (See app. A for a tabular presentation of the more significant 1961 accomplishments and 1962 prospective accomplishments of the WMRC.)

The total WMRC budget is made up of contributions of each of the local governments, including the District of Columbia. (See app. B for the total budget; the budget included in the District budget is only that part of the WMRC budget which is paid for from District funds.) In 1961 the District contributed two-thirds of the total budget. This year it is being asked to contribute less than one-half.

The requested increase in the District contribution to the WMRC budget for 1962 was $6,000 (from $13,000 to $19,000). In the House of Representatives this amount was reduced by $4,800 by eliminating the position of the secretary. It should be pointed out that this is the only secretarial (or clerical) position on the WMRC staff. In fact it is not a new position but one that was formerly paid for from funds contributed by the suburban governments. Since the proposed budget provided that an administrative assistant (GS–7) be paid from suburban contributions, it seemed reasonable that the District appropriations should provide the lower paid secretarial position. Substantial argument for the continual growth of the WMRC can be found in the recommendations of the Joint Committee on Metropolitan Problems (the Bible committee). The proposed increase in the WMRC budget is a small investment to make in providing the means of approaching a regional comprehensive solution to our metropolitan problems.

The WMRC and the District of Columbia Board of Commissioners are asking, therefore, for a restoration of the full amount requested for fiscal year 1962.

APPENDIX B

Proposed 1962 budget income estimates

	1960	1961	1962
Montgomery	$1,000	$1,000	$4,000
Prince Georges	1,000	1,000	4,000
Fairfax	1,000	1,000	4,000
Arlington	1,000	1,000	3,000
Alexandria	1,000	1,000	2,000
Falls Church	1,000	1,000	2,000
Loudoun		100	250
Prince William		100	250
District of Columbia	[1] 9,400	13,000	19,000
Surplus	(900)	900	
Total	14,500	20,100	38,500

[1] This actual appropriation was $13,000, but only $9,400 was spent due to the fact that neither member of the staff was hired until after the middle of the fiscal year.

The contribution of the District has been suggested as $19,000 in order that it might equal the total contribution of the other eight. The contributions of the six suburban member local governments has been suggested according to the following schedule based on 1960 population figures:

[In thousands]

0 to 120	$2,000	240 to 360	$4,000
120 to 240	3,000	360 to 480	5,000

The rates for Loudoun and Prince William Counties have been set especially low because they are on the fringe of the region. It has been agreed that no special consideration will be given in setting the 1963 budget.

Proposed 1962 budget estimates (combined) [1]

		1960	1961	1962
01	Personal services	$6,679	$14,403	$18,808
02	Travel:			
	10 Local transportation	20	40	100
	20 Automobile allowance	80	200	300
	40 Expenses of trips to meetings and conventions	120	600	600
04	Communication services:			
	10 Postage	50	200	250
	20 Telephone	50	200	200
06	Printing and reproduction:			
	10 Printing	150	400	3,000
	20 Duplicating	130	550	1,000
07	Other contractual services:			
	11 Group life	23	49	65
	19 Insurance, miscellaneous (health)		115	205
	33 Professional services (legal)	1,666		8,000
	39 Special services, miscellaneous (TV)	2,700	1,300	3,000
	42 Reporting service	700	1,000	1,350
	99 Miscellaneous	648		
08	Supplies and materials	150	107	400
09	Equipment (additional)	600		
11	Grants, subsidies, and contributions (civil service retirement fund)	734	936	1,222
	Total	14,500	20,100	38,500

[1] Revised June 1961, to indicate change in budget due to Loudoun and Prince William Counties joining WMRC.

SUMMARY OF THE MORE SIGNIFICANT 1961 ACCOMPLISHMENTS AND 1962 PROSPECTIVE ACCOMPLISHMENTS OF THE (WMRC) WASHINGTON METROPOLITAN REGIONAL CONFERENCE

1961	1962
Water supply and pollution abatement	
Worked with consultants in development of master sewerage plan.	Receive, review, and proceed to implement master sewage plan.
Developed water quality objectives for Potomac.	Extend water quality objectives to Potomac tributaries.
Worked with District of Columbia in development of regional policy objectives regarding Potomac sewer interceptor.	Continue working with District of Columbia in development of regional policy regarding the Potomac sewer interceptor.
	Commence silt pollution control program.
	Develop master record of sewerage facilities.
	Explore further areas of cooperation.
Transportation	
Coordinated the local and State government views and promoted the passage of the Area Transit Commission compact and the National Capital Transportation Agency bill.	Promote cooperation among the several regional transportation agencies (through the WMRC Transportation Committee which meets regularly with the heads of each agency—Area Transit Commission, Area Traffic Council, and NCTA) and promote regional transportation which it approves.
Worked with GSA in initiating and securing regulations regarding taxicab service at Federal installations.	
	Explore further areas of cooperation.
Public safety	
Determined desirability of and instituted action in securing adoption of a uniform regulation regarding the purchase of hand firearms.	
Determined desirability of and developed technical aspects for instituting regional police teletype system.	Commence operation of regional police teletype system.
	Explore further areas for cooperation, i.e., bicycle regulations.
Public health and welfare	
Studied nonresident indigent per diem rates at area hospitals.	Will attempt to determine satisfactory rates for interjurisdictional compensation for indigents.
Determined desirability of a regional housing inventory.	Work with Regional Planning Council in carrying out the regional housing inventory.
Commenced study of need for regional hospital planning in conjunction with Public Health Service and local agencies.	Continue study of need for regional hospital planning and probably proceed to create a regional hospital planning board.
Determined need for and commenced a regional air pollution study in conjunction with Public Health Service and local governments.	Continue regional air pollution study and arrive at conclusions and recommendations.
	Explore further areas of cooperation.

Statistics

In conjunction with District of Columbia Management Office, commenced development of a comprehensive metropolitan statistical program beginning with a publication bringing together the most important census tract data for the region.	Proceed in conjunction with Management Office on metropolitan statistical program. Complete publication and commence housing inventory as mentioned under Health and Welfare. Other possible projects include a juvenile delinquent index and a regional master area sample design.

Publicity

Commenced publication of a monthly periodical and an annual report which includes all regional agencies and their interrelationships. Began a speaker's kit.	Continue publication of annual report and expand monthly.

Planning

Received 2000 year study and recommendations from NCRPC and NCPC.	Work with local governments in determining regional policy with regard to desirable course for future land use development.

Questionnaire on intergovernmental regional general-purpose organizations—Summary of responses

	Washington Metropolitan Regional Conference (WA)	Metropolitan regional council (New York area) (NY)	Supervisors intercounty committee (Detroit area) (DE)	Intergovernmental cooperation council (Salem area) (SA)	Association of bay area governments (San Francisco area) (BA)
Legal recognition			Yes	Yes	Yes.
Advisory power only	Yes	Yes	Yes	Yes	Yes.
Voluntary contributions from all member local governments.	Yes		Yes	Yes	Yes.
Has own secretariat	Yes	New York City supports.	Yes	Yes	As of May 1, 1961.
General deliberative organ (executive committee):					
Number of members	59 (19)	37 (9)	42 (12)	5	62 (15).
Municipal	14 (2)	22 (5)		1	56 (8).
County	36 (8)	15 (4)	42 (12)	2	6 (6).
State	4 (4)			1	
National	2 (2)				
District of Columbia	3 (3)				
School district				1	
At large					(1).
Number of meetings per year	2 (12)	2 (On call)	12 (12)	12	2 (4).
Committees				1 administrative committee.	Provided for in bylaws.

COMMITTEE PROCEDURE

Senator BYRD. Mr. Commissioner, I think we will proceed until 1 o'clock, or we could quit now and come back at 2:00.

Suppose we quit now and come back at 2 o'clock and I might say at this point that we will not receive any further requests for time from outside witnesses. The outside people who wish to appear on Thursday have had plenty of time. The press has carried the announcement of the proposed date for the outside witnesses, and so from this minute and hour on, we will accept no more requests from outside witnesses for time in which to appear.

Mr. Tobriner, we will meet again at 2 o'clock.

Mr. TOBRINER. Thank you.

(Thereupon, at 12:30 p.m., the subcommittee recessed to reconvene at 2 p.m., of the same day.)

AFTERNOON SESSION—TUESDAY, AUGUST 15, 1961

DEPARTMENT OF GENERAL ADMINISTRATION

REHABILITATION OF SECOND PRECINCT AREA

STATEMENTS OF KENNETH BACK, ACTING DIRECTOR; D. P. HERMAN, BUDGET OFFICER; HENRY F. HUBBARD, PERSONNEL OFFICER; JAMES L. McCALLISTER, ADMINISTRATIVE SERVICES OFFICER; W. K. HOLL, MANAGEMENT OFFICER; RICHARD F. HARRIS, EXECUTIVE ASSISTANT; AND ALBERT MINDLIN, CHIEF RESEARCH STATISTICIAN, MANAGEMENT OFFICE, DEPARTMENT OF GENERAL ADMINISTRATION

GENERAL STATEMENT

Senator BYRD (presiding). The committee will be in order.

We will take up the Department of General Administration.

The first witness will be Mr. Kenneth Back.

Mr. Back?

Mr. BACK. Mr. Chairman, I would like to introduce Mr. McCallister to justify the first item, B(1).

Mr. MCCALLISTER. Sir, this item is part of the $294,000 package being requested for the rehabilitation of the second precinct area.

I believe it has been testified to before that it is planned to establish a field office in the second precinct area. This item is to rent space for such an office. It is computed for 3,000 square feet at $4.30 per square foot, a total of $12,900.

Senator BYRD. Is that not pretty high for rental?

Mr. MCCALLISTER. It may be.

However, we find that when we get into renting space, we are not renting just bare space. There will be requirements for partitioning, it will be—there will undoubtedly be requirements if we get into a store type of structure in a business section, which is what I think they have in mind, for additional plumbing; there will be men and women workers and clients and there will be partitioning for booths for interviewing persons by the Health Department, Department of Licenses and Inspections.

So by the time we get installed in such a situation, our alterations have sent our rental up.

Senator BYRD. Once again, how much is the overall figure involved in the second precinct?

Mr. HERMAN. $294,000.

Senator BYRD. Is this the first year?

Mr. HERMAN. Yes, sir, this is a new project.

Senator BYRD. How long is it anticipated that appropriation requests will be made for this item?

Mr. HERMAN. We had estimated 5 years, Mr. Chairman.

Senator BYRD. Five years?

Mr. HERMAN. Yes.

Senator BYRD. Mr. Tobriner this morning gave a short explanation of this item. Would you again state for the record what you propose to do here?

Why is this money needed?

TOTAL ESTIMATED COST

You say you expect to request additional appropriations for 5 years. Do you anticipate those four subsequent requests to be larger in amount each time or approximately the same? What is the overall figure you expect to put in for this item in 5 years?

Mr. HERMAN. The overall figure, Mr. Chairman, is estimated at approximately $1 million, and it will be spread evenly over the 5-year period involved.

As Mr. Tobriner said this morning, what we are intending to do is improve the living and social conditions in that section of the city. It is what we consider to be a blighted area.

What we hope to do is to improve conditions until other action can be taken. In other words, there will be an urban renewal project there later. In the meantime, we hope to educate these people so they will be less dependent on the District of Columbia.

Later on, we hope that we might possibly reduce their requirements for health and welfare services.

Senator BYRD. Why do you select the second precinct for this program?

EXPERIMENTAL PROJECT

Mr. HERMAN. In reviewing the city, we thought that this was probably the most blighted area that we could take action in. It is a very crowded area. Conditions are bad there, and we think this is the proper place to try to experiment. It is an experimental project.

Senator BYRD. Why has this area become so blighted?

Mr. HERMAN. It is where people from other areas have moved and it has become overcrowded. Conditions have been bad. Improvements have not been made in property, and, as a result, it is quite a downgraded area.

POPULATION OF SECOND PRECINCT

Senator BYRD. What is the population of this area?

Mr. HERMAN. I would have to furnish that for the record, sir.

Senator BYRD. Would you do that?

(The information referred to follows:)

The population of the second precinct area is 42,000.

Senator BYRD. What are the geographic boundaries?

Mr. HERMAN. Can I furnish that for the record?

Senator BYRD. Yes.

(The information referred to follows:)

GEOGRAPHIC BOUNDARIES OF SECOND PRECINCT

West: 14th Street.
North: U Street and Florida Avenue.
South: K Street and Massachusetts Avenue.
East: New Jersey Avenue, New York Avenue, and North Capitol Street.

EXPERIMENTAL PROGRAM

Senator BYRD. Now, this is an experimental program?

Mr. HERMAN. Yes, sir.

Senator BYRD. How can we be sure that the experiment will stop at the end of 5 years?

Mr. HERMAN. If there are no beneficial results, we would not want to continue the project.

Senator BYRD. What kind of results would precipitate a request for an extension of the experiment? If you have good results, do you expect to then ask for a continuation of the experiment?

Mr. HERMAN. In another area. We would move into another section and attempt the same thing elsewhere in the city.

Senator BYRD. Just what do you expect to accomplish in this area? You say that you have low income people living in the area and this is an area that has been selected because of the conditions there being more pronounced, as you have described them, than exist in other areas of the city.

Mr. HERMAN. In the first place, these people have to be educated to take care of themselves. In other words, they have to be trained to have some pride in living in a neighborhood, keep the appearance of the property up. Also, they have to be trained to want to help the community and help themselves as well.

Senator BYRD. Why are people in this area not trained and not educated to take care of themselves, when people in other areas evidently are so educated and trained?

Mr. HERMAN. They are a type of people that we have in many areas of the District of Columbia that have never had sufficient education, have had early dropouts in school, and they have never been properly taught how to handle themselves within the community.

Senator BYRD. Why is there a concentration of this element of people in this particular area?

Mr. HERMAN. I could use the term just "condensed." When there was Southwest redevelopment, they moved up there and they have gradually become overcrowded in that area.

Senator BYRD. These have come out of other areas that have been redeveloped and moved into this area?

Mr. HERMAN. Some, yes.

Senator BYRD. Why are they moving into this area?

Mr. HERMAN. I would say, just estimating, because of low rentals more than anything.

Senator BYRD. Low rentals?

Mr. HERMAN. Yes, sir.

EDUCATION

Senator BYRD. How do you think that by educating them—what do you mean by the term "educating"?

Mr. HERMAN. We will give them health service. I mean a healthy person is a productive person. We will give them social service.

Social workers go in and train these people and try to inspire them to go out and look for jobs, and better themselves economically.

Senator BYRD. You speak of inspiring them to look for jobs. Were they not working before they came into this area? What were they doing before they came to this area?

Mr. HERMAN. They were not the most productive people in the District of Columbia, Mr. Chairman. We would like to make them more productive.

Senator BYRD. Why do you have to have social workers to inspire individuals to look for jobs?

Mr. HERMAN. The social workers train people. Sometimes these people are so depressed, the fact that they do not have the opportunities that other people have, that the social workers instill in them some sort of spirit to go out and help themselves.

Senator BYRD. I thought Mr. Tobriner stated a little while ago that the percentage of unemployment here was under 3 percent.

Mr. HERMAN. 2.5, I believe he stated.

Senator BYRD. The percentage of unemployment in various areas of the country is double or triple that, or it even quadruples that, and more.

Yet, we are now asked to provide social workers to go into those areas to inspire people to look for employment.

Mr. HERMAN. I think I have said, Mr. Chairman, that the more productive employment, a great many of them are still employed in the lower scale of work, and we would like to train them to be more productive.

I just had a note passed to me that says that one point is to keep this area from deteriorating before it becomes like it did in the Southwest where we had to go in and completely demolish the areas.

Senator BYRD. Will the social workers keep the area from deteriorating?

Mr. HERMAN. Under the License and Inspection activity, we ask for six employees, that will help, and the Public Health Service will improve the health.

The social welfare workers will be an education and then we have a trash crew of four employees to help clean up the areas there and the recreation employee and the two coordinators for the urban renewal office.

As I said before, this is an experimental approach, and we hope it will produce results.

Senator BYRD. This item was denied by the House, was it not?

Mr. HERMAN. Yes, sir, in its entirety, the whole $294,000.

RELOCATION

Senator BYRD. Do you propose to move some of these people elsewhere?

Mr. HERMAN. Not at this present time, no, sir.

Senator BYRD. Do you propose to at the end of the 5-year program?

Mr. HERMAN. What we would like to have these people do is remain. If conditions become overcrowded our housing conservation units may have to move some of them, but the great majority would remain there.

Senator BYRD. Is this one of the areas that is earmarked for urban renewal projects in the future?

Mr. HERMAN. At quite a later date, sir, not immediately.

FUTURE URBAN RENEWAL PROJECT

Senator BYRD. What do you plan to build out there once there is an urban renewal project? Will you have low cost housing or what?

Mr. HERMAN. Sir, I am not qualified to answer that question.

General CLARKE. Mr. Chairman, could I answer that?

We have made application for funds for planning on the renewal of the first increment of this area, what we call the second precinct or the Northwest area. We have asked for funds for Northwest which is a small portion of this. At one time the Commissioners had considered an urban renewal program there which would have been comparable in scope to the Southwest program of several hundred acres, and recognized two things.

First, they could not finance it initially; and,

Secondly, there was no place for the people to move, if we were to go in and demolish an area that large.

So, the decision was made to tackle it in increments, to go in on a section of it of about 15 percent. It will probably require demolition of that section.

Then we would go in and build in there low cost housing and some public housing. That would provide a place for the people in the next increment to move as we went in with successive waves of urban renewal in this particular area.

We have made our start on that program by applying for funds for the first area, sir.

The funds that we are asking now for the holding action are the areas that could not possibly come under urban renewal for another 8 to 10 years. We are trying to hold those in particular.

Our plan on this holding action is to take the areas that will be the last in an urban renewal plan and really concentrate our activities on those, not try to concentrate on the one that might be coming along in another year or so, or 2 years from now, but those that would not come for 8 or 10 years. But by sort of a step-by-step displacement, we would hope to take care of that entire second precinct area.

OTHER AREAS OF LOW INCOME FAMILIES

Senator BYRD. What are the areas in the city other than the second precinct that compare with this precinct insofar as low income families are concerned?

General CLARKE. I think this is probably the worst that we have now that the Southwest area has been removed, sir.

Senator BYRD. Is it your plan, once this experiment is finished here, to move into other areas and conduct the same experiment there?

General CLARKE. Yes, sir.

I believe that we would be moving on successively probably into the immediate Northeast area.

Senator BYRD. And then from there where?

CITY STUDY

General CLARKE. I cannot answer the question, sir. We are trying to get funds for a study on the entire city so that we could more intelligently answer that question as to where we should go year by year with our efforts.

We have only limited resources to put into urban renewal, and our current estimate is that we could do about $3 million a year.

Now, $3 million would perhaps do 40 acres a year of urban renewal.

We have some 2,000 acres that we would like to renew or we think should be renewed, so we are really talking of a 50-year program on urban renewal.

But as to just which priority we should use for applying our efforts, we do not know at the moment, sir.

Based on the results of, I suppose, studies over the last 5 or 6 years, it was pretty well agreed that the Northwest area, this second precinct area, was the next area we should tackle, sir. But beyond that I would hesitate to forecast precisely where we would put our efforts, sir.

PROGRAM FOR THE FUTURE

Senator BYRD. General Clarke, I am trying to get a picture of the program as you envision it in the future; because, if we take this initial step, then we have the camel with its nose in the tent and we want to know just how much is going to come in with the camel's hump; because we do not stop at just getting the nose in the tent.

This program here would be 5 years in its total extent?

General CLARKE. Yes, sir.

Senator BYRD. And then you would propose to move into some other area of the city?

General CLARKE. If this were successful.

Senator BYRD. And, of course, there are always figures and statistics and so on that can be brought to the attention of the committee to prove that this program has been successful. Then you move into some other area, and when you complete it there, you move into some other area?

General CLARKE. Yes, sir.

Senator BYRD. You say you are going to supplant the present residences with low cost housing?

General CLARKE. This is our current plan, low cost and public housing, sir.

Senator BYRD. Why do you want to supplant what you have there now with low cost housing? If you have low cost housing, are you not going to continue to encourage the influx of these undesirables from other areas of the country that are filling up the District now and creating such a problem?

Why do you have to spend money here to build low cost housing projects all around the Capitol, and thus encourage a continuing influx of these people who cannot find jobs, and for whom you have to provide social workers to inspire them to look for jobs when the jobs are not available?

General CLARKE. Mr. Chairman, I do not feel really qualified to answer the question there as to why we cannot do it some place else than within the District.

Our problem is that we have the people here today. I would hesitate to go beyond that, sir.

Mr. TOBRINER. I would say, Mr. Chairman, that we would meet very great opposition to inducing the sovereign neighbor States to provide low cost housing and thus relieve the District of some of its burden.

Senator BYRD. I realize that you have no control over the adjoining States.

Mr. TOBRINER. That is correct, sir.

Senator BYRD. But as long as you encourage this type of population to move into your city, you are going to have continuing problems ad infinitum, growing crime problems, growing public welfare problems, and so it seems to me that some thought ought to be given to spending our money in some other direction than low-cost housing projects within a stone's throw of the Capitol Building.

Would you not, if you did not have low-cost housing there, if you had a better type of housing, would you not encourage a better type of citizen?

Mr. TOBRINER. I think the results of a survey made by the Department of Public Welfare indicate that the vast majority of relief clients have lived in the city for over 5 years and I am also told in the State of New York, where there is no minimum residence requirement at all, there is less than 2 percent of the entire relief load obligated for newcomers to the city.

Senator BYRD. I take it that a goodly portion of this population that needs the stimulation by social workers in order that it might be inspired to go out and look for jobs has come in from other areas?

Mr. HERMAN. Not according to our statistics. As Mr. Tobriner just said——

Senator BYRD. Then why are they just at this point needing this kind of education and training?

Mr. HERMAN. Actually, they do not come in from the outside. They are recipients of welfare. Quite a few schoolchildren migrate to this area and eventually become charges against public welfare.

I think approximately 6,000 schoolchildren come from outside every year, and a lot of those gravitate to our public assistance rolls. Actually, there is very little direct immigration.

Senator BYRD. You say this is a low-income area, Mr. Back, that you are talking about; is that correct?

Mr. BACK. Yes, as I understand it.

I am not testifying on this particular item other than that the rent happens to be in the Department of General Administration budget. This rehabilitation project is largely outside of the Department of General Administration.

HIGH PRIORITY ITEM

Senator BYRD. In the light of the general picture, somewhat discouraging as it is from the standpoint of revenue, do you think that is a pretty high priority item, Mr. Tobriner, at this time?

Mr. TOBRINER. I think it is, sir. I think that we must do something to prevent the spread of blight in the city and in order to upgrade the productivity of the inhabitants of the city, because they are a

drain on our welfare funds and at the same time produce no revenue for the Treasury.

Senator BYRD. Senator Schoeppel?

Senator SCHOEPPEL. Thank you, Mr. Chairman.

I would like to ask one question. I regret that I was a few minutes late in coming in here.

LOW-COST HOUSING IN SOUTHEAST

According to the information which I have received, I am told that about 62 percent, or certainly over 60 percent, of the low-cost housing has been authorized or built in the Southeast area. Am I correct on that?

Is that a proper percentage portion or proportion?

Mr. TOBRINER. I do not have the exact figures, but I know that the Southeast is saturated with low-cost housing, Senator.

Senator SCHOEPPEL. Please understand, I do not know too much about this from a factual standpoint other than what I have been told.

Are we not likely to develop some areas that are going to get out of complete bounds on this thing and create the same problems which we are now trying to solve in other areas?

POLICY ON LOW-COST HOUSING

Mr. TOBRINER. I feel, Senator Schoeppel, that the course which low-cost housing should take should be one of dispersal rather than of concentration.

Senator SCHOEPPEL. Yes.

Mr. TOBRINER. And we should attempt to locate new low-cost housing projects in other areas of the city.

Senator SCHOEPPEL. Because if you have already got around 60 to 62 percent there, you can see, if it is continued, what you are likely to get into.

It would just seem to me to be a practical situation demanding a second look.

Mr. TOBRINER. I think we are already taking such a look in the National Capital Housing Authority.

Senator SCHOEPPEL. Thank you, Mr. Chairman.

PUBLIC HOUSING

Mr. TOBRINER. Excuse me, Senator. You meant public housing, did you, or low-cost housing?

Senator SCHOEPPEL. That is right.

Mr. TOBRINER. I was referring to public housing rather than low cost.

Senator SCHOEPPEL. That is what I had reference to. It should have been public housing.

Mr. TOBRINER. Yes, sir.

Senator BYRD. Is this one of the areas where most of your welfare cases are concentrated percentagewise?

Mr. HERMAN. Could I have Mr. Shea answer that question when he appears tomorrow?

Senator BYRD. We will ask him plenty of questions and that will be one of them. This is a low-income-producing area; is that right?

Mr. TOBRINER. Yes, sir.

Senator BYRD. Do you expect to lift the potential productivity of these people through this experimental program?

Mr. HERMAN. We hope to, Senator.

Senator BYRD. Tell us precisely what you think these social workers would be able to do in bringing this about?

Mr. HERMAN. I do not like to beg the question, Senator. I will attempt to answer, but Mr. Shea is much more qualified to answer than I am.

Senator BYRD. All right.

Then we will move ahead to the next item.

Mr. BACK. Mr. Chairman, the next item is finance.

SPACE RENTAL

Senator BYRD. Let me go back to the rental item just a minute.

Is there no facility presently available, Mr. McCallister, that could be used without your having to spend $12,900 for space rental?

Mr. MCCALLISTER. Not in this area, no, sir.

Senator BYRD. Have you taken a good look to make sure?

Mr. MCCALLISTER. Yes, sir, we have.

We have searched the entire area. We had one building we could have used, but the building got into a condition where we were authorized to rent space and remove the building because of the high costs of putting it in proper condition, an old high school. We have removed that building.

Senator BYRD. Is this rental figure about in line with rental costs of the same type and same size facilities elsewhere?

Mr. MCCALLISTER. Yes, sir.

We are paying around $4 or $4.25 for most of our space. We have some space uptown for certain regulatory agencies we are paying a little more for. That is, however, in a prestige neighborhood.

Senator BYRD. All right.

HEALTH BENEFITS PROGRAM WORKLOAD

The next item, increase in accounting program, $6,000, for which one position would take $5,025; is that right?

Mr. BACK. I would like to justify that position. At the last session of Congress, Public Law 86–724 provided a health benefits program for retired Federal and District employees. The administration of this act has been placed in the Finance Office. It is a new program and imposes quite an additional workload.

We requested two positions in our 1962 budget request. The House allowed one. We are asking for restoration of the other. The work is there. It must be done. Actually the work is now being done primarily on an overtime basis.

We do not have employees to perform this function and since the program was effective July 1, we are having to move ahead with it on an overtime basis.

I have a statement here for the record.

(The statement referred to follows:)

FINANCE OFFICE

REQUEST FOR SENATE RESTORATION

Public Law 86–724, dated September 8, 1960, enacted by the Congress, provides health benefits for retired Federal employees.

This act is administered by the Finance Office of the Department of General Administration for all District employees including firemen, police, and school teachers.

Two employees were requested for 1962 to carry out the act: one GS–6 health benefits consultant and one GS–5 clerk-stenographer. The House approved the clerk-stenographer position, but cut the GS–6 health benefits consultant position.

In order to perform the additional functions and workload imposed by the Retired Federal Employees Health Benefits Act for approximately 3,600 former employees and their survivors, the additional position cut by the House is necessary.

The District of Columbia administers its own retirement acts relating to the Policement and Firemen Retirement and Disability Act, and the teachers' retirement and annuity funds. The District will administer the complete program for these retirement systems in the same manner as the Civil Service Commission administers the program for civil service employees.

This group will require more pro rata administrative work than active employees. The annuitants are mostly aged, many do not live in the city and are making many inquiries by mail, requiring detailed written explanations. In addition, more counseling will be required than for active employees because of their age.

The GS–6 health benefits consultant will be responsible for implementing that part of the retired Federal employees health benefits program which includes counseling, interpretation, and administration of the Government insurance plan and the initiation of change documents in connectio with employee-annuitant and survivor-annuitant participation in the program, assist in handling of all correspondence; furnish information regarding status of individual accounts of all annuitants coming under the Government program originating from such external sources as the carriers and other governmental agencies; additional retirement computations for individual deductions from retiree's annuity to determine the amount to be transmitted to the Civil Service Commission; additional retirement computations for those annuitants having non-Government plans to determine the amount to bill Civil Service for such costs; preparation and submission of required reports to the Civil Service Commission as provided by law and regulations; receipt of registration forms from the annuitants and filing of agency copies and mailing of copies to carriers; verification of information received from carriers for those employees carrying nongovernmental insurance to determine whether such insurance is in effect currently; receipt of identification cards and information from the carriers supplying nongovernmental coverage; checking of this information against eligible registrants and distribution of the identification cards to the annuitants.

Although there are approximately 3,600 employee and survivor annuitants, it is estimated that 7,000 persons will be affected by this program because of a death creating survivorship and death of both annuitants creating a problem of survivorship of children only. In addition, there are approximately 100 employees who are receiving benefits under the Employees Compensation Act and who will come under the provisions of the Retired Employees Health Benefits Act.

The enactment of the Retired Federal Employees Health Benefits Act has imposed an additional workload and in order to administer this act overtime has been required.

TOTAL RETIRED EMPLOYEES COVERED

Mr. BACK. There are some 3,600 retired employees covered, most of which are out of the city. There is a tremendous amount of work involved in this and our best judgment is that we would be cutting it mighty close to do it with two employees.

Senator BYRD. Was this job cut out by the House?

Mr. BACK. This job was cut out by the House. However, I do not know that this job was specifically mentioned as such.

Mr. HERMAN. The application of the House cuts resulted in the elimination of this job.

Senator BYRD. You could not make the saving by absorbing something else?

Mr. HERMAN. I will let Mr. Back answer that question.

Mr. BACK. We do not think so.

Senator BYRD. You have $3,566,800 in the House allowance. Will you be able to get the same amount of personnel services without this additional $6,000?

Mr. BACK. No, sir.

We have in the Finance Office 514 employees, and we have work for every one of them.

OVERTIME

Senator BYRD. How much are you spending now for overtime?

Mr. BACK. I do not have the figure. We have from time to time overtime projects.

Senator BYRD. Do you think that this additional position would eliminate the overtime?

Mr. BACK. It would eliminate the overtime for this particular function. There are other functions that come up from time to time where we have to go to overtime for rush jobs.

Senator BYRD. I think the committee would be interested in knowing how much you are spending for overtime. You may find there will be enough there to take care of this.

Mr. BACK. I would be glad to supply that for the record but this new law did impose an additional amount of work and all we are requesting here is employees enough to do it.

(The information requested is as follows:)

Personnel costs by the Finance Office for administering the Health Benefits Act for retired employees, Public Law 86-724, were—

Fiscal year 1961	$4,022
Fiscal year 1962 to date	2,156

Senator BYRD. Senator Schoeppel?

Senator SCHOEPPEL. I would just like to ask you, did not the House allow you a number of these new positions? You asked for 27, was it not, and you were allowed 13?

Mr. BACK. This is the Department as a whole. We are talking about the Finance Office which is a Division of the Department.

POSSIBLE ABSORPTION

Senator SCHOEPPEL. I was interested in what you had to say about this one specific item with respect to the cutting out of $6,000. Of course, I know that sometimes it frequently happens that when these things happen, we get other requests saying this is what we are going to have to eliminate unless we get this money back.

Now, that is pretty hard for some of us to swallow when we get that right straight down the line. I want to be frank about this thing, very frank. There is $6,000 involved here. Do you mean to tell me that you could not go ahead with this program? Suppose we allow it and the conferees do not go along? What will you do then?

Mr. BACK. Something will have to suffer. In my office we asked for four employees in the House. They provided money for two.

We are only asking restoration for one. We are going to have to absorb one, not for this particular function, but for another function.

This is a brand new program. We know pretty well the number of recipients and about how much work is involved. If we do not get the position, we will do the best we can, but something is going to have to suffer.

Senator BYRD. You were allowed four positions in the 1962——

Mr. BACK. Two. We asked for four, not for this function. We got one of them and the other one was disallowed.

VACANCIES

Senator BYRD. How many vacancies do you presently have in the Finance Department?

Mr. BACK. I do not know the figure as of today, but I would guess 8 or 10. It varies. Sometimes we are completely filled up; other times there are vacancies. There are lags between filling positions.

Senator BYRD. All right.

The next item?

MANAGEMENT OFFICE

Mr. HOLL. I am Kenneth Holl, the Management Officer, and this is Mr. Mindlin, who is head of our Statistics Unit. The Statistics Unit is actually attached administratively to the Management Office.

We obtained two statisticians 3 years ago, and by now the workload has accumulated so much that demands upon our two statisticians are so great that we simply cannot even come close to meeting those demands with our present two statisticians.

PRESENT STAFF

Senator BYRD. How large is your staff now?

Mr. HOLL. Our statistical staff is two people. That is part of the management staff, and we also have eight more in the total management staff.

Senator BYRD. You have eight in the total management staff?

Mr. HOLL. No. Eight in addition to the two. We have a total of 10. These two, however, are in a unit, as I say, where almost you might say they are attached administratively to the management staff and are in most ways separate from the normal function of the management staff.

I would like to tell you a little bit about the background, Senator.

Senator BYRD. $22,500 would provide for three positions?

Mr. HOLL. Two statisticians and a clerk-typist. We now have 1 typist for 10 people and if we had 2 more statisticians, we would just be completely——

Senator BYRD. The entire amount is for personnel services?

Mr. HOLL. I think that is correct.

Senator BYRD. The entire amount of $22,500?

Mr. HERMAN. It is, yes.

HOUSE DELETION

Senator BYRD. The House heard your presentation on this matter?

Mr. HOLL. Yes.

Senator BYRD. And did not allow it?

Mr. HOLL. Yes. And, in part, I think, because of some confusion, Senator. They seemed to have the impression that the work we do with the Washington Metropolitan Regional Conference was in conflict, and that they seemed to think the Conference itself had statisticians, and that is not correct.

The only statisticians that are in the Conference, work for the Conference, are from our Office and from the other jurisdictions. We work together.

For example, Mr. Mindlin is chairman of the Conference Statistical Committee.

But in some way they had the impression that the Conference had statisticians. They do not. Could I tell you a little about the background as to why this was organized?

Senator BYRD. Yes, if you do not mind waiting about 10 minutes. We will suspend our hearings for 10 minutes while we answer the rollcall vote.

(Whereupon, a short recess was taken, after which the hearing was continued.)

Senator BYRD (presiding). I am sorry to inconvenience you.

BACKGROUND OF STATISTICAL UNIT

Mr. HOLL. About 3 years ago the District government, and at the same time, incidentally, the Bible committee, came to about four conclusions about the statistics in the District.

One was that in too many cases we are getting the facts either not at all or we were getting them in a very hard and sometimes costly way.

Another one was that our statistics were frequently inadequate, and many times, although they were available, they were inaccessible.

Third, as a result of those two, partly, that our statistics in some cases are probably costly for what we are getting. And fourth, that a number of our agencies had to proceed many times without expert statistical help, and this is in a field where a layman is completely lost. For example, if you have to find out what the attendance is at the zoo on a sample basis, if you are not an expert statistician, as Mr. Mindlin here is, in sampling, you just cannot get the result. That is all there is to it. You will miss it a mile and we were doing it a lot in the District; we were just missing it.

So two statisticians were hired and they headed up our Statistical Committee within the District and gave this type of consultive service.

Some of the projects that they have underway at the present time, for example, the zoo has asked for a study of the attendance at the zoo so that they can plan their program more fully.

We have had to put that off constantly to the point that we had a letter from the Smithsonian just recently to Mr. Tobriner complaining that we had not been able to get to them.

They need this badly in conjunction with their consulting firm contract that they have in trying to plan the total program for the zoo.

TYPE OF INFORMATION OBTAINED

Senator BYRD. What do you hope to learn that would help them in planning a program for the zoo?

Mr. HOLL. The total number of people they have coming to the zoo, and also the types of people.

Senator BYRD. How would you know or of what importance is it to know types of people that come to the zoo and how are you going to ascertain types of people. What do you mean by "types of people"?

Mr. HOLL. Are we getting the age group?

Mr. MINDLIN. Yes.

We intend to get the age level, as well as further information about the residence distribution. The question of the total attendance is extremely important since one of the matters under consideration by the zoo is a possible nominal charge, and it is extremely important. I do not have to say any more on that point.

Also, the flow of traffic depends very heavily on reliable information as to not only the total attendance but the flow of the attendance through the periods of the day.

Senator BYRD. Do you not have any statistics at the present time on attendance?

Mr. HOLL. They have some that they received as a result of a previous study that Mr. Mindlin made. This was as to the location, not as to total attendance.

As a result of that, the budget was rather substantially revised, incidentally.

Unfortunately, I am talking about the things that we are now doing and can do, and I might just mention a couple more.

JUVENILE DELINQUENCY STATISTICS

One is on juvenile delinquency. The District was embarrassed constantly until a few years ago because we had conflicting statistics. We had some from the Police Department, from juvenile court, from welfare, and they seemed to be from different cities.

So what we are trying to do is to pull them together into a consolidated statistical series, eliminate too much overlap in statistics, and get them down to one complete figure that we can use in our work.

Another one, the Washington Metropolitan Regional Conference and the National Capital Regional Planning Council are getting out some census information. This is a publication of the most critical material that is in the census. It will be pulling together the data, making some ratio studies and some maps. This is data that is available from the 1960 census, but it is relatively inaccessible, so we are heading up that particular study.

Senator BYRD. In connection with juvenile delinquency, do you have a statistical file on juvenile delinquents?

Mr. HOLL. Yes, we now have three files.

Senator BYRD. Would there not be some overlapping with the work of the Youth Council?

Mr. HOLL. No.

As a matter of fact, we are working very closely with them. We are a service organization entirely. We are doing this for the Youth Council and for the juvenile court, the police, and so forth. There is

overlapping at the present time. We hope we can eliminate that in this kind of an index.

Let me get into some of the things that we will not be able to do unless we get additional staff.

CRIME STUDY

One is, Commissoner Tobriner and the other two Commissioners have six universities studying the cause of crime in the District. The six universities are looking to us to get the statistics and data from the District, find out what is available, where it is available, how they can get it, and, in part, also looking to us to structure the statistical study.

We just simply can do very little of that unless we get additional staff.

Senator BYRD. Why can't the university do that? What are they going to do with these statistics after you have gotten them?

Mr. HOLL. I should really ask Dean Woodruf, who is chairman of the group, to answer that, go into all the things that might lead to the cause of crime.

For example, the committee will go into employment; it will look into our records at the jail and Lorton to find out whether or not these people are repeaters; whether they go back to juvenile records.

Senator BYRD. Mr. Tobriner, could you enlighten the committee as to why the facilities of this group are going to be needed by the universities in their crime studies?

Mr. TOBRINER. The universities, sir, do not have the statistical force with which to gather these data. The universities are seeking, and I am aiding them in their search, for a grant from a private foundation in order to implement their staff for the work that they are able to do.

However, it would cost far beyond our hope for a foundation grant to provide a statistical staff for the universities engaged in this study.

Mr. HOLL. They, in part, of course, would have to start in by duplicating the knowledge we have accumulated within the District, so it is more economical obviously to use District staff.

HOUSING INVENTORY

Going to another one, just about every Department in the District feels that it needs some kind of a housing inventory. Data for this is, for the most part, available.

But it is now available in inaccessible form. One, it is available in our assessment records, Mr. Back's Finance Office here. But it is not on cards that can be used readily, by such people as highway people and others. As a result, the highway people and Planning Commission have to go out on occasion and make door-to-door surveys. They have found that cheaper than to be able to go in and get that data out of the available records.

CONSOLIDATION OF STATISTICS

What we need to do is to take these available records and put them into shape so that they are useful to all the District departments.

And I mean literally just about every department—License and Inspection—I could just about go down the line—and they all feel

that there is a need for this information to be brought out into a shape that can be used by all of them.

That is a big project and we simply cannot touch that with our present staff of two this next year unless we get additional help.

Another one, there is need for a directory by block, square, and census tract, so that you can tell an address as to what block it is in, what census tract, and so on. This is needed rather widely within the District and also by a lot of private agencies so that they can do things—oh, find out where their cases are and things of that kind.

PRIVATE AGENCY CHARGE

Senator BYRD. Could you not make some charge for this type of information that is going to private agencies that would defray the costs?

Mr. HOLL. I do not think that we could make a charge that would bring us very much, because what would happen is we would turn out 1 publication and that publication would be used, we will say, by 20 or 30 agencies, but it would only be 1 publication.

And if you tried to put the charge in here, you would probably have to charge $100, or something like that—or $200.

What they would do is probably borrow it——

HOUSE PRESENTATION

Senator BYRD. You made this same presentation to the House, did you not?

Mr. HOLL. No; we did not make as detailed a presentation. As I say, most of the testimony to the House—it was their impression that the Regional Conference had a statistician and we were asking to duplicate that.

And they do not have a statistician and there is no duplication. We do a lot of work that is in conjunction with the Regional Conference.

Another thing, we feel that the statistics in our budget and in our quarterly report, where we check on our budget progress, those statistics are not as good as they should be, and Mr. Herman's office and mine and Mr. Mindlin's will be working on this. We are trying to improve those statistics, knock out the ones that do not have much meaning, and get down so that we have a better justification for our budget, a better measure of our workload, and obviously better control of the budget throughout the year.

Several others—one, for example, that you just mentioned a little while ago. The Welfare Department wants to get more information on the effects of in-migration, and they asked us—they asked us last May and we have not been able to get to it—to head up a study to get the information from their files, help them get the information from their files, the schools and other places where it is available, and head up an in-migration study that would be very important in finding out what is the cause of our burgeoning welfare load, how much of it, if any, is caused by this in-migration, a more detailed study than has been made up to now.

Senator BYRD. When was this staff created?

Mr. HOLL. Two and a half years ago—the appropriation was 3 years ago—2½ years ago, when Mr. Mindlin came with us.

Senator BYRD. How many did you have on the staff when it was created?

Mr. HOLL. The statistical part, we had none; and the staff was the same as it is now except for the two statisticians. We had 8 people and now it is 10.

Senator BYRD. You have added two in 2 years?

Mr. HOLL. Two in 3 years.

Senator BYRD. And now you are asking for three more?

Mr. HOLL. Yes; that is right, all in this statistical area. We are actually asking to go from two to five.

Senator BYRD. What have you accomplished in the 2½ years you have been in existence?

ACCOMPLISHMENTS

Mr. HOLL. Some of those things I have been talking about already. One is the zoo study. I told you that there were two zoo studies, one that we have already completed as to the location of origin of visitors. That one was one that is very important. And there was a substantial budget revision that grew out of it, as a matter of fact.

Senator BYRD. Now, you want to examine the types of people that come to the zoo?

Mr. HOLL. They want us to, Senator. That is a better statement. We are service to them and they are asking that we do that in conjunction with their consulting firm that they have in making another study.

Mr. MINDLIN. Yes.

These are two entirely separate things. As a matter of fact, the very first project that was undertaken by this new statistical staff 2½ years ago was a request by the Smithsonian Institution to determine on a statistically valid scientific basis the residence distribution of the zoo visitors; that is, what proportion live in the District, what proportion live in the suburbs, and what proportion live outside.

It was in connection with getting factual information pursuant to the proper financing of the zoo as to where its budget should lie.

We designed a scientific sample for them and carried that through. They were sufficiently impressed with that work that when this issue came up of the long-range plans for the zoo, they realized that their information on the attendance to the zoo, the magnitude of that attendance, and the characteristics of attendance, which is of concern for the proper planning of the zoo, that they needed more scientifically reliable information.

Consequently, for the past 6 months they have been requesting our office to provide the statistical design to obtain the information. Our workload has been such that we have not been able to do it.

Senator BYRD. Senator Schoeppel?

Senator SCHOEPPEL. I do not believe that I have any questions specifically on this thing. I would like to ask you this, however.

OVERTIME

Is there any overtime now paid in this unit?

Mr. HOLL. I am very glad you asked the question. There is no overtime paid but Mr. Mindlin has put in more overtime than any one man I have ever seen in Government. He does not take a vacation

and he has worked, I have seen him work 7 days a week so many weeks. This is the honest fact.

GRADE LEVEL

Senator SCHOEPPEL. What are the grades of the two people now in this?

Mr. HOLL. Mr. Mindlin is a grade 14 and the other one is a grade 11.

Senator SCHOEPPEL. Is that a grade 12 and grade 11?

Mr. HOLL. That we are asking for? Yes.

Senator SCHOEPPEL. And one grade 5?

Mr. HOLL. One grade 5. I pointed out that we have a professional staff of nine people. We have one who is secretarial, 1 to 9, and if we add two more statisticians, we obviously could not possibly get by with that ratio.

Senator SCHOEPPEL. I think the next item relates to the personnel.

PERSONNEL OFFICE

You are asking for $19,200, I understand, and that is for three jobs?

Mr. BACK. Dr. Hubbard, the personnel officer, will testify on that.

Mr. HOLL. May I ask one letter be inserted in the record. The regional conference went on record as stating they wanted this item.

Senator SCHOEPPEL. That will be all right. That may be included in the record.

(The letter referred to follows:)

JULY 14, 1961.

Hon. WALTER N. TOBRINER,
President, Board of Commissioners, District of Columbia, Washington, D.C.

DEAR MR. TOBRINER: The executive committee of the Washington Metropolitan Regional Conference yesterday voted to support the District government in its request to have the Senate restore three statistical positions eliminated by the House from the District budget.

A great deal of the work of the conference and of each constituent jurisdiction is built upon facts and figures. The statisticians of the management office have made an outstanding contribution in obtaining needed information. While the statisticians of the District do virtually no work for surrounding jurisdictions, the leadership they give is all important. The guides and formats they develop for the District can be adopted by other jurisdictions with the result that very valuable information, consistent throughout the entire metropolitan area, can be made available to the conference and each jurisdiction.

The executive committee therefore urges the Commissioners to make every effort to have the statistical staff increased by three positions.

Sincerely yours,

ROBERT E. MCLAUGHLIN,
Chairman, Washington Metropolitan Regional Conference.

Senator SCHOEPPEL. Dr. Hubbard?

Mr. HUBBARD. That is correct, sir; that is our request for three positions totaling $19,200.

Senator SCHOEPPEL. You may proceed and give us your justification.

INCREASED WORKLOAD

Mr. HUBBARD. We have three positions for which we are requesting restoration. They all relate to increased workload. I can take them up in the order that you have them.

The first one is the Employee Disability Compensation Office. An assistant is requested there. We have at the present time a staff of em-

ployee disability compensation officer, an assistant, and one clerical employee. During the past 10 years our workload in terms of the number of disability cases we have had among District employees has approximately doubled and the size of the staff remains the same, so obviously the workload per employee has gone up a great deal.

We have tried to devise improvements and to do whatever we could to absorb, but the present workload is such that we are now faced with a backlog of 172 reports on hand that have been held for more than 30 days without processing or investigation due to the lack of personnel.

We also have in that group of 172, 52 third-party cases which we are not able to investigate as thoroughly as we would like to or as we used to because of the increased workload. These third-party cases involve an accident where someone other than the District Government or the employee is involved, an outsider, and this may result in a court suit or settlement outside of court.

Senator SCHOEPPEL. What degree of priority do you establish with reference to these? Say you have a backlog. What percentage would you give a priority to, first in and first out?

Mr. HUBBARD. Primarily we take them on the basis, or generally we take them on the basis of, you might say, sequence or the time they come in.

But obviously there are extreme cases. There are serious cases; there are death cases. Primarily we try to move on schedule according to the receipt.

Senator SCHOEPPEL. Your filing?

Mr. HUBBARD. Yes, sir; date of filing.

We have had a number of deaths and serious injuries in which we have moved in rather suddenly.

Senator BYRD. You have a staff of four persons?

Mr. HUBBARD. Three people now, sir.

The fourth is requested. We have a compensation officer, an assistant, and one clerical, and we are asking for a second assistant to: (1) help us reduce our backlog and keep current, and (2) to spend a little more time in investigating third-party cases.

I might say that with respect to the third-party investigations we have made, we have averaged in the past 10 years $16,000 a year recovery, which just about pays the salaries of the staff of the three; not quite, but just about.

BACKLOG

If I may add one more thing, the backlog here is rather serious in that it involves a delay in the receipt of benefits by the employees or their families, survivors in case of death, and we feel this is an undue hardship to them when they have been injured in the line of duty.

POSITIONS

Senator BYRD. How many positions were you allocated by the House?

Mr. HUBBARD. No new positions, sir. We have at present three and we did not receive any extra. We requested just one additional.

Senator BYRD. You had a departmental allocation of 13 positions?

Mr. HUBBARD. This is for the Department of General Administration; yes, sir.

Senator BYRD. On page 25 of your justification you say one additional position classifier is an absolute necessity for reasonably adequate performance.

Mr. HUBBARD. Yes, sir.

Senator BYRD. Then why did you not allocate 1 of the 13 positions to this, if it is so necessary?

Mr. HUBBARD. The 13 were given to the Department of General Administration; the Personnel Office, being a part of the Department of General Administration, could have been involved, but actually we have thus far received none of them. So it is a question of allocation within the Department.

Mr. Herman, do you want to say something further on it?

Mr. HERMAN. To make this allocation——

Mr. HUBBARD. They are allocated within the Department but not to this unit.

Senator BYRD. How many positions do you have?

Mr. HUBBARD. At the present time we have a classification division with a staff of 10; Chief, Assistant Chief, and 2 clerical, and 6 people engaged in classification work on virtually a full-time basis.

In addition to that, the assignments include such things as making wage surveys, dealing with the Civil Service Commission on inspections, and a variety of other special studies such as rates for interns and residents, nurses, the hospital and special categories, teachers, and school officers.

Senator BYRD. Do you not think we could get along without these for another year in the light of the present fiscal situation?

WORKLOAD

Mr. HUBBARD. Sir, we have gotten along with only one increase in classifiers in the past 5 years, and we have had an increase of more than 2,000 positions to cover, which is a big increase. We are doing our very best to classify properly and to keep up to date. While I think our allocations are reasonably accurate, we are not up to date.

We are having an increasing backlog, but I would like to say with respect to the quality of the work or the evaluation that if the committee would permit me, sir, I would like to submit for the record two evaluations by the Civil Service Commission, one made 3 years ago and one again this year. They were asked for in the House.

Senator BYRD. All right, they will be included in the record.

(The information referred to follows:)

CIVIL SERVICE COMMISSION,
Washington, D.C., March 10, 1961.

HON. WALTER N. TOBRINER,
President, Board of Commissioners,
District of Columbia Government,
Washington, D.C.

DEAR MR. TOBRINER: This is in reply to a request from the Personnel Officer for the District of Columbia for an evaluation of the effectiveness of the position classification program in the District, as reported by the Civil Service Commission.

In March of 1958 we sent you a similar evaluation. Since that time, we have inspected 16 departments and agencies in the District, 11 of which have been reviewed within the past year. A total of 6,751 positions in these departments were subject to the Classification Act. Our review covered 405 of these positions, excluding additional identical positions. Our findings are summarized below.

(1) No downgradings were required. However, we found that 37 positions were classified too low and required upgrading. It is of interest to note that the grade changes were due chiefly to changes in assignments rather than to an inaccurate evaluation of the positions originally.

(2) There were 59 positions that required new or amended descriptions in addition to the positions that were upgraded on the basis of new duties and responsibilities. Our findings indicate that there is still an urgent need for a periodic review of positions, particularly in those departments serviced by the Office of Personnel. We think that your plans for conducting these reviews are sound and should be fully implemented as soon as possible. The review that has been started in the Department of Motor Vehicles is a good example of what can be done to improve this phase of the program.

We found that the position classification program is generally well administered. In most of our contacts, we saw evidences of further improvement of the total program. These improvements ranged from the interest and cooperation with the Office of Personnel displayed by the department heads to the knowledge of position classification principles shown by supervisors and employees. Further development of the supervisory training program in this area would be an additional improvement.

Sincerely yours,

FRANK BARLEY,
Director, Bureau of Inspections and Classification Audits.

ATTACHMENT B

CIVIL SERVICE COMMISSION,
Washington, D.C., March 24, 1958.

HON. ROBERT E. MCLAUGHLIN,
President, Board of Commissioners,
District of Columbia Government,
Washington, D.C.

DEAR MR. MCLAUGHLIN: This is in reply to your request of March 20, 1958, for a general evaluation of the effectiveness of the total classification program in the District of Columbia government.

We have found that the classification program is being administered generally in an excellent manner.

Within the past 2 years we have surveyed 15 of the departments of the District of Columbia government, 12 of these within the past year. These departments have a total of 7,612 positions under the Classification Act. Our survey included a review of 698 of these positions; this review actually represents 1,370 positions, since identical, additional positions are included. Our findings are briefly summarized as follows:

1. Only seven downgradings were required. Thirty-eight positions were underallocated and required upgrading. This indicates that 93.5 percent of the positions surveyed were properly classified as to grade. It is significant that these changes in grade were due chiefly to changes in duties that occurred after the original classification rather than to inaccurate evaluation of the duties.

2. Position descriptions needing revision or amendment totaled 146. We feel that the cyclic reviews which you are initiating will greatly reduce the inaccuracies in position descriptions.

In all our contacts we observed substantial progress in recent years. This was evidenced by the increasing cooperation of the departments, the respect of employees for classification decisions rendered by the Personnel Office of the District of Columbia government, the increasing requests from management for advice on organization and positions, and the further development of a classification training program.

Sincerely yours,

HARRIS ELLSWORTH, *Chairman.*

CLASSIFICATION WORKLOAD

Senator BYRD. You have more than 2,000 new positions being authorized for the District government in fiscal years 1959–61?

Mr. HUBBARD. Yes, sir.

Senator BYRD. And you had only one position classifier added to the staff in the past 5 years?

Mr. HUBBARD. Yes, sir.

Senator BYRD. You say in the justification here that the acceptance standard of one classifier for every 400 to 600 employees is far exceeded in the District government?

Mr. HUBBARD. In other words, each of our classifiers has to handle a great many more positions than is usually the case in Federal agencies, or, I might say, in other States and cities. We are operating with a very small staff. We are hopeful to reduce our backlog.

Senator BYRD. Next item?

Mr. HERMAN. Board of Parole, Mr. DeWitt.

Senator BYRD. All right, Mr. DeWitt.

Administration of parole laws, $12,900, $6,914 for the Good-Time Release Unit, one position to be involved. The amount is $6,779.

REGULATORY AGENCIES

BOARD OF PAROLE

STATEMENTS OF JOSEPH H. DeWITT, PAROLE BOARD MEMBER, AND RICHARD S. COLLINS, ADMINISTRATIVE AID

GENERAL STATEMENT

Mr. DEWITT. My name is DeWitt. I am a part-time member of the Parole Board. Mr. Hugh Rivers is the full-time member. He is out of the city today so I shall attempt to carry on in his place.

Senator BYRD. All right, Mr. DeWitt.

Mr. DEWITT. We have two items that we are asking for. I have a prepared statement here.

Senator BYRD. Will you submit that for the record, Mr. DeWitt?

(The information referred to follows:)

BUDGET STATEMENT, BOARD OF PAROLE, RESTORATION OF ITEMS IN 1962 BUDGET REQUEST

The Board of Parole is requesting the restoration of two items which were increases in our 1962 budget estimates and which were not allowed by the House Subcommittee on Appropriations.

The first of these items was a request for an additional parole officer position, GS–9, at $6,914 (including related costs of equipment and personnel benefits) to be assigned to our Good-Time Release Unit. At the present time we have a casework supervisor and two field officers in this Unit. The field officers are carrying a caseload of 123 cases per month and the casework supervisor is carrying a caseload of 30 cases per month. In 1960, the average number of persons per month under supervision was 269 as compared to 243 for the fiscal year 1959, an increase of 26 cases per month. As of June 30, 1961, we find that the average caseload has risen to 276. We estimate that the monthly average of good-time releases under supervision will continue to increase during the fiscal year 1962.

Prisoners supervised by us on good-time release are released from the institutions under laws enacted by Congress providing that persons may earn deductions from their maximum sentences by good behavior in prison. Where they earn such deductions their release is mandatory by law. By a later act of Congress (Public Law 210, 72d Cong.) we are required to supervise such good-time releasees as if released on parole. Prisoners released on good-time release represent generally persons who have serious records of repeated criminal behavior. They include those who have been denied parole by the Board as poor risks or those who have not applied for parole because they have not

shown any particular interest in rehabilitation. These prisoners generally represent a more dangerous threat to the community as to their potential for reverting again to criminal behavior. We believe it is essential that an additional field officer position be provided so we may reduce the caseloads per officer to a monthly average of 83 cases which will provide much more effective supervision and a greater degree of protection to the community.

The second item was a request for $5,986 for honorariums now being paid to the four part-time members of the Board of Parole. The present part-time members of the Board were originally appointed to serve on a nonpaid basis, and are quite willing to serve in that capacity if legislation is enacted to eliminate payment for their services on a per diem basis, but pending such a change in the law the members of the Board feel that the $5,986 should be restored to the 1962 appropriation for the Board of Parole in order that we will have adequate funds in fiscal year 1962 to meet this obligation. We do not feel that it will be possible to absorb this item through savings, due to the substantial size of the item and the fact that personnel compensation, in which we can expect only small savings, represents the greater portion of our operating budget.

ADDITIONAL PAROLE OFFICER

Mr. DeWitt. The first item was a request for an additional parole officer position, GS–9, at $6,914—including related costs of equipment and personnel benefits—to be assigned to our Good-Time Release Unit. At the present time we have a casework supervisor that is grade 11, and two field officers in this Unit. They are grade 9. The field officers are carrying a caseload of 123 cases per month, and the casework supervisor is carrying a caseload of 30 cases per month. That is in addition to his regular administrative work.

In 1960, the average number of persons per month under supervision was 269 as compared to 243 for the fiscal year 1959, an increase of 26 cases per month. As of June 30, 1961, we find that the average caseload had risen to 276. We estimate that the monthly average of good-time releasees under supervision will continue to increase during the fiscal year 1962. I believe the committee is well aware of the tremendous increase of crime in the District and, consequently, that affects the work of the Board of Parole.

GOOD-TIME RELEASEES

Prisoners supervised by us on good-time release are released from the institutions under laws enacted by Congress providing that persons may earn deductions from their maximum sentences by good behavior in prison. Where they earn such deductions their release is mandatory by law. By a later act of Congress, Public Law 210, 72d Congress, we are required to supervise such good-time releasees as if released on parole.

Senator Byrd. These are the more dangerous criminals in the community, are they not?

Mr. DeWitt. Right.

Senator Byrd. It is a bad law, is it not? I will not ask for any answer.

Mr. DeWitt. I did not pass the law or have anything to do with it.

Senator Byrd. It is a bad law, is it not? I will not ask you for any response. I just asked that for the record.

Mr. DeWitt. Prisoners released on good-time release represent generally persons who have serious records of repeated criminal behavior. They include those who have been denied parole by the Board as poor risks or those who have not applied for parole because

they have not shown any particular interest in rehabilitation. These prisoners generally represent a more dangerous threat to the community as to their potential for reverting again to criminal behavior. We believe it is essential that an additional field officer position be provided so we may reduce the caseloads per officer to a monthly average of 83 cases which will provide much more effective supervision and a greater degree of protection to the community.

I might add that the paramount idea in all of this work is protection of society. Society comes first, the individual second.

Senator BYRD. We have a mandatory good-time release law that unloads them back on to society, do we not?

Mr. DEWITT. That is the way they come out.

HONORARIUMS

The second item was a request for $5,986 for honorariums now being paid to the four part-time members of the Board of Parole. I do not know if you want me to go into that in more detail or not.

Senator BYRD. That is the item that provides $53 a day, $6.61 per hour, as a result of a bad opinion, or a bad decision rendered by somebody that ought to be rectified by legislation.

Mr. DEWITT. That is right.

Those are the facts, as you have them, and if there are any questions that I can answer, I will be glad to do so.

Senator SCHOEPPEL. Are these qualifications and the duties of the good-time release officer and the parole supervisor, or unit officer, similar?

Mr. DEWITT. Somewhat, yes.

AVERAGE CASELOAD

Senator SCHOEPPEL. If the average caseload of an officer in your parole supervision unit is, as you say, approximately 74——

Mr. DEWITT. About 74.

Senator SCHOEPPEL. As compared with a caseload of 123 per officer in the good-time release group, why can you not expand the caseload in the parole supervisor unit, then?

Mr. DEWITT. But you would not be doing the same efficient work. In the parolees, we find that the percentage of violations only run about 12 percent, whereas the violation of your good-time releasees runs very close to 40 percent.

Senator SCHOEPPEL. Do you know what the national average is with respect to the caseload?

Mr. DEWITT. Of violations on parole?

Senator SCHOEPPEL. Yes.

Mr. DEWITT. It runs around 22 percent nationally.

Senator SCHOEPPEL. Do you know what the national average is for each one of them?

Mr. DEWITT. For the good-time releasees?

Senator SCHOEPPEL. That is, for the parole officers.

Mr. DEWITT. You are talking about violations?

Senator SCHOEPPEL. That is right.

Mr. DEWITT. I do not know what the violation rate would be nationally for the good-time releasee; no, I do not know that. Parole, it would run around 22 percent.

NATIONAL CASE AVERAGE PER PAROLE OFFICER

Senator SCHOEPPEL. Do you know what the national case average is per parole officer? Do you have any figures on that?

Mr. DEWITT. Caseload?

Senator SCHOEPPEL. Yes.

Mr. DEWITT. District of Columbia, 77; State of Washington, 78; State of New Mexico, 63; Texas, 100; Florida, 80; and I personally come from Minnesota and the load there is 75.

HONORARIUM PAYMENTS

Senator SCHOEPPEL. I would like to go to the matter of the honorarium. I think you testified on that question, too.

Mr. DEWITT. Yes.

Senator SCHOEPPEL. I understand that that is just short of $6,000?

Mr. DEWITT. That is right.

Senator SCHOEPPEL. For the part-time Board members?

Mr. DEWITT. Yes.

Senator SCHOEPPEL. I understand that the members have served in the past on a gratis basis, is that right?

Mr. DEWITT. That is right.

HOUSE DELETION

Senator SCHOEPPEL. What was the reason for the House refusing to allow this amount for honorariums?

Mr. COLLINS. I do not know the specific reason, Senator, but I guess they thought that since they had served uncompensated in past years, that legislation should be sought that they serve.

Senator BYRD. Mr. Tobriner?

Mr. TOBRINER. I would like to say, Mr. Chairman, there was a double basis for the House action.

One, the feeling that in many cases these boards were, in fact, advisory and under the opinion of the Corporation Counsel would not have to be compensated; that is, that they were not operating boards.

And the second reason would be that the House anticipates, as we anticipate, that there would be corrective legislation submitted allowing the District to take advantage of voluntary services without compensation.

Senator BYRD. Senator Allott?

Senator ALLOTT. I would just like to ask a couple of questions. As I see the picture from your statement here, that you have now 269 average parolees under supervision.

AVERAGE PAROLEES UNDER SUPERVISION

Mr. DEWITT. That is good time releasees, 269.

Senator ALLOTT. That includes both?

Mr. DEWITT. No, parolees run pretty close to 500, Senator. Parolees are in a different category than the good timers.

Senator ALLOTT. I understand that. For these 500 you have how many parole officers?

Mr. DEWITT. We have eight.

Senator ALLOTT. Which brings it down to about 74?

Mr. DEWITT. About 74.

MEETINGS OF PAROLE BOARD

Senator ALLOTT. How many times a month does your Parole Board meet?

Mr. DEWITT. It meets about once a week.

Senator ALLOTT. And is that just a 1-day meeting?

Mr. DEWITT. A 1-day meeting. In addition to that, there are meetings at the Parole Office here in Washington where certain cases that need immediate attention relating to violations perhaps are taken care of.

The 1 day a week is at the institution at Lorton.

Senator ALLOTT. I would just like to say this, Mr. Chairman, not to prolong this matter.

Having served as chairman of the parole board in my own State for 4 years, as vice chairman, I do not think that you can invest better money anywhere in your judicial system or its enforcement than to see that you have an adequate number of qualified parole officers.

This is both from a standpoint of rehabilitation and from the standpoint of protecting the community, and also from a sheer matter of economics.

You save money by doing it.

CAPITAL COST

Mr. DEWITT. We find that our capital cost to supervise a man on parole is 68 cents a day against $3.80 a day to keep him at Lorton. That means a saving of $1,138 a year for every man that is out on parole. We have 500 men out on parole. That is a saving of approximately $169,000 for 1 year.

Senator ALLOTT. It is just that if you do not want to look at any other aspect but the economics of it, every man you can keep out on parole and keep straight is a good economic investment for the District.

Mr. DEWITT. For the taxpayer.

Senator ALLOTT. I would like to ask one other question here. Do you keep a record of your parole hearing proceedings?

Mr. DEWITT. Oh, yes.

Senator ALLOTT. They are all a matter of record?

Mr. DEWITT. All a matter of record; yes, sir.

Senator ALLOTT. Officially filed for reference?

Mr. DEWITT. Yes, indeed.

HONORARIUMS

Senator BYRD. How much money was spent for honorariums in 1961, Mr. DeWitt?

Mr. DEWITT. $3,471. That was from January to June. There was no honorarium paid before that. Members served without compensation.

Senator BYRD. So in this case honorariums have not been paid over a period of 18 months as was the case earlier?

Mr. HERMAN. I was mistaken in that case, Mr. Chairman.

Senator BYRD. You were mistaken in that case?

Mr. HERMAN. Yes, sir.

Senator BYRD. How were you mistaken, in the number of months?

Mr. HERMAN. Yes.

I was thinking it went into effect a year ago last January, when it only went into effect this January. I would like to change the record, if I may.

Senator BYRD. You were correct with regard to the amount of money spent?

Mr. HERMAN. No, sir, I was not.

Senator BYRD. You were incorrect?

Mr. HERMAN. Yes, sir.

Senator BYRD. You will please correct that in the record?

Mr. HERMAN. I will.

Senator BYRD. Thank you, Mr. DeWitt.

The next item is "Minimum Wage and Industrial Safety Board." The witness is Mr. Charles Putnam, Chairman, and Miss Carrie L. Allgood, executive secretary.

MINIMUM WAGE AND INDUSTRIAL SAFETY BOARD

STATEMENT OF CHARLES PUTNAM, CHAIRMAN, AND CARRIE L. ALLGOOD, EXECUTIVE SECRETARY

GENERAL STATEMENT

Mr. PUTNAM. My name is Charles W. Putnam, Chairman of the Minimum Wage and Industrial Safety Board. This a question of honorariums, solely, which has already been dealt with, to some extent, with the Parole Board.

What I want to emphasize is that we are a small organization, and while $1,800 may be a small amount from your point of view, it is a great deal for us to absorb, and, therefore, we hope that it will be restored to the budget.

Senator BYRD. This is all for honorariums?

Mr. PUTNAM. All for honorariums.

Senator BYRD. $1,800?

Mr. PUTNAM. Yes.

Senator BYRD. How much was spent in 1961?

Mr. PUTNAM. So far about $250 for the three of us, the three members of this Board.

Senator BYRD. Why do you have an increase of 500 percent in your request?

Mr. PUTNAM. I do not think we have. The honorariums continue at the same rate as formerly.

Senator BYRD. $350 last year; this year, $1,800.

Mr. PUTNAM. They did not begin until February.

Senator BYRD. In your justification I find this sentence:

> If the agency is required to absorb this cost, other items in the conservative budget will suffer.

Would you please explain the meaning of the term "items"? What other items will suffer?

Mr. PUTNAM. I am going to ask Miss Allgood to answer that. It seems to me it would be more or less up to the staff as to which item.

Senator BYRD. Miss Allgood?

Miss ALLGOOD. Other than expenses for personnel, we have limited funds of approximately $8,000 for the whole Board. We would be

forced to use funds set aside for travel for the field inspectors, for our supplies, and for our equipment. Fortunately, in 1961, we were able to secure $250 for honorariums from funds set aside for personnel services. In 1962 unless we have unexpected vacancies, we will not have the funds in personnel services, and, therefore, we would have to turn to such items as communications, travel, equipment.

TRAVEL AND EQUIPMENT

Senator BYRD. How much do you have in the $177,400 for travel, equipment, and transportation?

Miss ALLGOOD. Well, our total amount on other items is about $8,000. I will have to give you only a rough estimate of our travel breakdown.

Senator BYRD. Suppose you do that for the record, inasmuch as you say those items will suffer.

(The information referred to follows:)

Funds granted by the House

Item:	
Travel-transportation	$3,328
Equipment	655

The funds for these items are placed at a minimum and the work of the Board would be handicapped if it were necessary to reduce them to make up $1,800 for payment of Board members. Attention is called to the fact that the enforcement program requires 14 members of the staff to make field inspections. The travel item includes provision for travel expenses for these inspections.

HOUSE ACTION

Senator BYRD. Did the House cut out this item specifically?

Mr. PUTNAM. Yes, I believe they did.

Mr. HERMAN. The House deleted all funds for honorariums. This is the third time we have considered this item.

Mr. TOBRINER. Do you have that figure, Mr. Herman?

Mr. HERMAN. We are asking restoration of $21,371.

Senator BYRD. For honorariums?

Mr. HERMAN. Yes.

Senator BYRD. What is the total spent in 1961 for honorariums?

Mr. HERMAN. I will have to furnish that for the record, if you don't mind, Mr. Chairman.

Mr. TOBRINER. I am having checked now the status of the legislation to abolish honorariums.

Senator BYRD. Thank you.

(The information referred to follows:)

Total amount expended in fiscal year 1961 for honorariums

Administration of parole laws	$3,471.09
Administration of wage, safety and hour laws	281.00
Motor Vehicle Parking Agency	1,180.00
Total	4,932.09

Senator BYRD. Senator Schoeppel.

Senator SCHOEPPEL. I do not think I have any questions on this.

Senator BYRD. Thank you, Mr. Putnam and Miss Allgood.

Next, we will take up the Office of Civil Defense.

Mr. TOBRINER. Mr. Chairman, the status of that legislation is that it is apparently in the Bureau of the Budget.

Senator BYRD. Thank you, Mr. Tobriner.

Now, for the Department of Public Safety.

DEPARTMENT OF PUBLIC SAFETY

OFFICE OF CIVIL DEFENSE

STATEMENT OF GEORGE R. RODERICKS, DIRECTOR OF CIVIL DEFENSE, AND KATHLEEN T. PERKINS, ADMINISTRATIVE OFFICER

GENERAL STATEMENT

Senator BYRD. We have an appropriation for 1961 of $53,333,500. The budget estimate for 1962 is $55,899,000.

The House allowed $55,139,500, a reduction of $759,500.

The Senate is being requested to restore $647,400, in which would be included 79 full-time positions and 4 part-time positions. All but $200,304 would be used for personal services.

Would you state your name for the record, please?

Mr. RODERICKS. George Rodericks, Director of the Office of Civil Defense, and Miss Kathleen Perkins, our administrative officer.

Senator BYRD. Mr. Rodericks and Miss Perkins, you are appearing in behalf of what?

Mr. RODERICKS. Office of Civil Defense.

Senator BYRD. What items specifically?

CHANGE OF LANGUAGE

Mr. RODERICKS. The restoration—change of language, which is page 4, line 21, item 3.

Senator BYRD. You may proceed.

Mr. RODERICKS. If I may, Mr. Chairman, I would like to read a very short statement for the record.

Senator BYRD. All right, sir.

Mr. RODERICKS. Mr. Chairman and members of the committee, I wish to make a special plea that the language change requested in our 1962 budget be restored. The time has come when the limitation of $50,000 should be removed on the amount of funds the District may use to match Federal contributions for the purchase of civil defense equipment for emergency operations, if the District is fully to realize the benefit of such aid.

President Kennedy, in transferring the responsibilities of the civil defense of our country to the Department of Defense, is demonstrating the national purpose and intent that this country shall be prepared to protect its civilian population and Government. The Federal Government is moving forward with determination to see that our country has a strong, effective, and united civil defense.

The District government must be able to keep pace with the national effort. The departments of the District government which have civil defense duties must be free to develop their emergency operation delegated to them by the District's survival plan. Federal matching funds for equipment are specifically for this purpose—to

assist local governments to prepare for emergency operations after a disaster.

The relocation site of the District government at Lorton, Va., is being hardened right now. Equipment is needed by several departments at that site.

For example, some base radio stations, some rescue trucks, reproducing and storage facilities for vital government records, medical supplies, et cetera, if the District government is to have an effective continuity of government operation at that site.

It is earnestly requested that the limitation of $50,000 be removed, permitting the District government to utilize any funds available to match the Federal Government's apportionment of such funds to the District of Columbia.

That is our statement.

Senator BYRD. Senator Schoeppel.

Senator SCHOEPPEL. Do I understand that there is a separate provision or situs established for the District of Columbia?

Mr. RODERICKS. Yes, sir.

Senator SCHOEPPEL. And that has no duplicating circumstances with reference to what the Defense Department is assuming with reference to this entire picture?

Mr. RODERICKS. That is correct, sir.

Senator SCHOEPPEL. This is primarily a language change so that you might take advantage of the funds that might be set aside for that?

Mr. RODERICKS. That is exactly right, Senator.

Senator SCHOEPPEL. That is all.

Senator BYRD. Senator Allott.

Senator ALLOTT. No questions.

Senator BYRD. All right, thank you.

The next witness is Mr. Milton Korman, Acting Corporation Counsel, speaking on the item of $52,000 for the Office of the Corporation Counsel, $52,000, involving a total of seven positions, all but $3,092 to be spent on personal services.

All right, Mr. Korman.

CORPORATION COUNSEL

STATEMENT OF MILTON D. KORMAN, ACTING CORPORATION COUNSEL

ADDITIONAL POSITIONS

Mr. KORMAN. Mr. Chairman, we have asked for seven positions, four of them for lawyers, three for secretaries. The House allowed one lawyer and one secretary to us.

The positions that were asked for were in the Domestic Relations and Collection Division of our office, in the Special Assignments Division of the office, and in the Law Enforcement Division.

BUILDING CODE

Now, as set forth in the statement which was submitted earlier, there are 11 new positions authorized in the Department of Licenses and Inspections, specifically for the enforcement of the building code.

We have a new building code that became effective on the 1st of January. It has retroactive features in it which will require literally millions of dollars to be spent by property owners in bringing their properties into compliance.

In addition to that, hundreds of buildings in Washington have been operating as rooming houses since the beginning of World War II under what are known as temporary regulations, under which the Commissioners permitted the conversion of single-family dwellings into multiple-family use to take care of the influx of people that came here during the war. They have now been repealed, but many of them are still operating. They are being asked to stop that operation.

We know that there will be literally hundreds of appeals from the orders that are issued directing the stoppage of that type of operation, and directing compliance with the new building code. Those appeals will be heard by our Board of Appeals and Review.

Already, although no appeals have been yet heard, out of the first 200, I think it was, of notices that were sent out, 155 appeals were filed. The property owners will probably employ a high type counsel to represent them. We feel that it is absolutely necessary that we have at least two lawyers to handle that kind of work.

You have probably been reading in the paper during the past week or so of one appeal, not in this field, but in the automobile licensing field, that took 6 days to hear before such a board of appeals committee. We had two lawyers working on that.

We think that we will positively need two lawyers, and one secretary to work with those lawyers, on that kind of work.

We know that, in addition to the handling of those appeals, a certain number of property owners just will not comply and that criminal prosecutions will have to be brought against them.

Senator BYRD. Is it not possible that many of the property owners will be unable to comply?

Mr. KORMAN. Possibly. Yet some will stubbornly continue to operate without authority, and the only remedy will be criminal prosecution. And we think that we will need one additional man in our Criminal Division, our Law Enforcement Division, to conduct the hearings with those people and to take the cases into court where we cannot effect compliance without prosecution.

TOTAL PUBLIC SAFETY BUDGET

Mr. SCHOEPPEL. This is probably just a little out of context, but because of the fact that it covers this whole public safety feature, I would like to get into the record the total budget request amounted to $55,899,000. The House has approved $55,139,500.

Now, in fiscal 1961 the amount appropriated was $53,533,500. In other words, am I correct that the House recommendation exceeded the 1961 budget by $1,606,300, but is $759,500 less than the budget request?

Do we agree on this overall approach that will affect your Department; is that correct?

Mr. HERMAN. Yes.

Senator SCHOEPPEL. In other words, that 1961 budget was up by over a million and a half?

Mr. KORMAN. If you are asking me, Senator——

Senator SCHOEPPEL. No, I was asking Mr. Herman.

Mr. HERMAN. That is for eight activities.

Senator SCHOEPPEL. I see, in the overall.

All right, proceed.

Mr. KORMAN. The Office of the Corporation Counsel was never heretofore in this category of public safety. This is the first time we have been put in this grouping.

Senator SCHOEPPEL. That is the reason why I wanted the distinction made in this record. I was going to ask next, what is your status in the overall program?

Mr. KORMAN. Well, last year we were allowed for the operation of our office $848,500. The amount recommended by the House was $888,000 to take care of that one additional lawyer and one additional secretary. But they knocked off $52,000 of the money we had asked for this year, and it is that $52,000 I am seeking from this committee to be restored.

Senator SCHOEPPEL. I see.

Thank you, Mr. Chairman. I wanted to get that into the record at this point.

LAW ENFORCEMENT DIVISION

Mr. KORMAN. Now, in addition to that work, I mentioned that we will need one more lawyer in the Law Enforcement Division. In that Division we now have eight lawyers who handle all the various types of criminal prosecutions. But we only have one secretary for those eight lawyers. They should have another. Whether or not we get the extra lawyer in that Division, which will make nine there, that one secretary is not enough. So we are asking for an additional secretary for that Law Enforcement Division.

DOMESTIC RELATIONS AND COLLECTIONS DIVISION

Now, our Domestic Relations and Collections Division is a Division which was set up in 1958. It encompasses the commitment of patients, mental patients, to the hospitals. It encompasses the collection of moneys that it costs us, or the attempt to collect the moneys it costs us, to keep those patients in the various hospitals, not only mental, but in the District of Columbia General Hospital and the tuberculosis hospital out in Maryland—Glenn Dale.

And it handles also all of our probate work, it handles the presentation of cases to the juvenile court, and it handles the reciprocal enforcement of support matters that have been created by an act of Congress in 1957, when reciprocal enforcement work was brought to the District.

Now, in that Division the work has grown tremendously.

COLLECTIONS ON MENTAL HEALTH

For example, in the area of collections on mental health, we had in 1958 referred to us by the Finance Office 471 cases; in 1959, 581; in 1960, 836; and 1961, 904 cases so far, in collections in the mental health field.

By virtue of—and these run into many thousands of dollars, incidentally—gentlemen, as you probably know, it costs the District some $13 million a year just to keep patients in the St. Elizabeths Hospital, and we try to recoup as much of that as we possibly can.

Senator Byrd. And we are sending more over there all the time?

Mr. Herman. No, our cases are dropping all the time.

Senator Byrd. It seems that each criminal who is indicted for a heinous offense is sent to St. Elizabeths or some other mental hospital for observation.

Mr. Korman. I think you are referring to the Gallinger Hospital for mental observations.

Senator Byrd. Nevertheless, I think the public is somewhat concerned about the increasing number of people that are sent to St. Elizabeths when they should perhaps be put behind the bars. But that is neither here nor there.

Mr. Korman. You have reference to the criminal prosecutions that are failing by reason of that, yes.

Senator McGee. If some of my out-of-State mail is any indication, I think we ought to send more over there.

Senator Byrd. You do not want to send any of your constituents?

Senator McGee. No, but these are nonconstituents.

Senator Byrd. All right, Mr. Korman.

Mr. Korman. Now, in the field of accounts other than the St. Elizabeths Hospital accounts, the stepped-up program in the Finance Office—by the way, they have advised us that there are some 12,000 accounts of a collectible nature with a potential $2½ million in them—the number of those accounts that have been referred to us by this stepped-up program show a marked increase.

In 1959 there were only 30 such accounts. In the months of April, May, and June only of this year there were 157 such accounts sent to us. And in the first 5 days of the fiscal year 1962 we got 22 such accounts, in just 5 days. So you can see the volume of those that is coming to us.

We are asking for one additional attorney in that Division, and an additional secretary.

Senator Byrd. Which division again?

Mr. Korman. The Domestic Relations and Collections Division.

Senator Byrd. You now have 11 lawyers in that division?

Mr. Korman. Yes, sir; but they are divided up into three separate offices. We have three lawyers in the juvenile court and, I think, two secretaries.

Senator Byrd. You have nine stenographic and clerical employees?

Mr. Korman. That again is because of the division of that Division into three separate offices. They have one office in the juvenile court, one in the Civil Division of the municipal court, where the reciprocal enforcement of support work is handled, and another in the Municipal Center, which is right across the street from the district court, and that part of it handles the general supervision of the Division and all of the mental health and the collection items.

So you see, being separated that way, there is no chance to use the secretaries interchangeably as there might be in other Divisions.

RETURN ON COLLECTIONS

Senator McGEE. The return on collections is what?

Mr. KORMAN. The return on collections is quite good, sir. I think I have some figures here on the amounts that have been collected. If I don't have the figures, I will be delighted to supply them for the record. But it has been estimated—and I think our Budget Office will concur in this—that the amount of money we have spent for lawyers in that Division is returned to the District by virtue of what they collect, so that the return here is greater than the investment in any other District employee.

Senator McGEE. Now, the collection lawyer is full time?

Mr. KORMAN. Yes—I would not say he is a full-time collection lawyer. We have them in that Division, and they handle both the collection items and all the items that go along with it.

Senator McGEE. At least his collection activities, whatever percentage of this total, pay his way, in your opinion?

Mr. KORMAN. Not only pays his way, but I think I am on safe ground in saying to you that he will return to the District a greater amount than the investment in any other employee in any department of the District.

Senator McGEE. I assume that somewhere there is a saturation point on this formula.

Mr. KORMAN. The numbers of——

Senator McGEE. How many lawyers could be put usefully to work as collectors, and would pay their own way or more?

Mr. KORMAN. I can't say, sir.

Senator McGEE. You are asking for one more?

Mr. KORMAN. One more in that Division.

Senator McGEE. And you have no doubt in your mind that one more would more than pay his own way?

Mr. KORMAN. No doubt whatsoever, Senator.

Senator McGEE. You have no study that has been projected in terms of how far they ought to go and still——

Mr. KORMAN. I am sorry, I do not have the figures here, and I will be glad to supply them for the record. But the amount of collections that have come out of this office per employee has risen steadily each year. And the return over the cost of each employee, as I said to you before, has been shown to be greater than that on the investment in any other salary in the District Government.

(The information referred to follows:)

Collections by Mental Health and Collections Section, Domestic Relations and Collections Division, Office of the Corporation Counsel

Fiscal 1958	$82,143.41
Fiscal 1959	106,481.03
Fiscal 1960	273,585.09
Fiscal 1961	331,906.43

ADDITIONAL TAX COLLECTORS

Senator McGEE. I do not want to pursue this too far, but it seems to me that it is worth looking into. We ran into it again on one of our other subcommittees in terms of tax collectors in general, where it was clearly established that one new collector as a novice paid for his own salary and keep 12, 13, or 14 times over the first year. In the

name of economy, however, the Congress continued to cut down the numbers that were put in that kind of role.

It just looks to me like poor business bookkeeping to proceed in that way.

Mr. KORMAN. I cannot tell you the percentage of his salary he will collect, that is, how much more than his salary. We have not figured that out. But so far the men in that Division have produced their salary many, many times over.

Senator MCGEE. Thank you.

Senator BYRD. Senator Schoeppel.

Senator SCHOEPPEL. No questions.

Senator BYRD. Senator Allott.

Senator ALLOTT. No questions.

PRESENT STAFF

Senator BYRD. You had four additional positions allowed in the 1961 authorization; did you not?

Mr. KORMAN. I think that is right, sir.

Senator BYRD. How many of these were attorneys?

Mr. KORMAN. Three were attorneys and one was a secretary, Mr. Chairman.

Senator BYRD. You have a total of how many attorneys in the office now?

Mr. KORMAN. Fifty-four assistants, I think, is the number now.

You see, Senator, what is not generally recognized is that the Office of the Corporation Counsel, which in most cities is just the attorney for the city, is here the equivalent of the attorney general of the State; it does all of that work, all the work of a city solicitor, and much of the work of a State's attorney. So that we cannot be compared in numbers with another city, because we do all that other work that the average corporation counsel does not have to do.

TOTAL SECRETARIES

Senator BYRD. How many secretaries do you have in your office?

Mr. KORMAN. I don't know that I can give you that right off, sir.

I can say this: that we have about 5 or 6 clerks, 2 chauffeurs, 6 investigators, and the difference between that number and 55 lawyers, out of a total of 99 employees, are secretaries. Some of them have specialties such as legislative clerk and condemnation clerk along with their secretarial duties.

Senator BYRD. Would you submit for the record the number of secretaries you have in the office?

Mr. KORMAN. Yes; I will be very glad to do that.

(The information referred to follows:)

Secretarial-type employees, Office of the Corporation Counsel

Secretaries	2
Clerks (stenography)	5
Secretaries (stenography)	17
Clerk-typists	2
Total	26

VACANCIES

Senator BYRD. Do you have any vacancies now in the secretarial positions?

Mr. KORMAN. Unless one was filled this morning—and the Chief of that Division was talking to a prospect—we have one.

ASSIGNMENT OF CHAUFFEURS

Senator BYRD. You spoke of chauffeurs a minute ago. You have one chauffeur in your Administrative Division, where you have four administrative officers and clerks and one telephone operator. Why do you need a chauffeur in that Division when you have got in the Domestic Relations and Collections Division, about which you have just spoken a moment ago, and where there is no chauffeur, 11 lawyers, 9 stenographic and clerical employees, and 2 investigators?

Mr. KORMAN. That chauffeur is assigned to the Administrative Division only as a matter of convenience. He is the one who for the most part takes the four investigators who investigate all of our claims and lawsuits around the city, carries their camera for the taking of pictures, and sees to it, assists them in the taking of measurements on the street, and so on. He is assigned there only as a matter of convenience.

Actually, the two chauffeurs who have to operate between five offices that we have in court buildings and different municipal buildings are constantly being employed wherever they are needed, their assignment is only for convenience purposes.

Senator BYRD. Thank you, Mr. Korman.

Senator ALLOTT. Mr. Chairman.

Senator BYRD. Senator Allott.

HOUSE REPORT

Senator ALLOTT. I am looking at the House report here. This shows that your office had 66 positions in 1956. And in the 5 subsequent years that has increased 50 percent to 99 position.

Now, as a member of this committee since 1959, it is my recollection that you asked for more positions in 1959 or in 1960, and the House allowed you two out of the nine positions that you asked for this year.

Mr. KORMAN. Senator, I am delighted you asked the question.

I have prepared and have here, and I would like to circulate among the members of the committee and put in the record, a statement in connection with that. And I would like to comment on it.

The House did say that we have had that much of an increase, and on paper it looks that way. There has been that many in numbers.

RECIPROCAL ENFORCEMENT OF SUPPORT LAW

However, these things have not been taken into consideration: The reciprocal enforcement of support law was passed by Congress in 1957, as I said earlier. There were nine employees put on for that part of the work alone. This was completely new. This has nothing to do with what we normally think of as increased workload. This was a new type of work.

When we talk about increased workload, we normally think of the increase in work in the same kinds of work we were doing before the increases. But this was something completely new, and the Congress at that time gave us nine employees for that section of the Division alone.

Now, in addition to that, it was found that when that work was put upon us, and the Civil Proceedings Division was carrying that, and all the collections, and all the mental health work, and all the escheat and probate work, and the juvenile presentations to the juvenile court were being saddled on the Law Enforcement Division, that there were two divisions that were overburdened. And with the consent of the Department of General Administration and the Commissioners, we created this new Division of Domestic Relations and Collections, which has proved to be very helpful to us, and indeed a very good investment for the District.

In doing so we had to have a Chief and Assistant Chief of that Division and secretaries for them. So there you had four more positions that were created because of growth, but it does not of itself represent increased workload.

So you had nine positions there, and four in the creation of that new Division. There were 13 positions that were added to our list which cannot be attributable to normal increase of workload.

Now, sir, in addition to that——

Senator ALLOTT. Just a moment before we go away from that.

When you say normal workload, I presume you have to include the normal workload of a corporation counsel for any city. This is where we got off the track on this matter before. When you have 99 positions—of which how many are lawyers?

Mr. KORMAN. Fifty-five.

Senator ALLOTT. When you have 55 lawyers in a city the size of the District of Columbia, it seems to me that there is somewhere a malfunctioning or lack of organization of the work if you cannot handle the legal work of this District with that kind of a staff.

TASK FORCE

Mr. KORMAN. Well, sir, we had a task force examine the Corporation Counsel's Office along with the examination by such task forces of other departments of the District. And the report of that task force, which went to the Commissioners and may be available to the Congress, shows that they could find no area where there was any wasted personnel, indeed they found—and I quote it to you, sir:

> The reports of the various divisions include the statistics for the year 1960 and up to approximately 1961. Your task force noted on these reports that a total of over 5,700 hours of overtime were put in by various members of the agency.

This is uncompensated overtime, sir. We do not ever ask one of our people to work overtime except in the direst emergency. Most of this overtime is put in by these lawyers because of the workload and their conscientiousness.

Senator ALLOTT. You know you are talking to the wrong person when you talk about overtime, do you not?

Mr. KORMAN. Well, I do not say that the Members of the Senate do not put in a considerable amount of overtime and perhaps ought

to be compensated for it. But the fact is that these lawyers are putting in this amount of work.

Senator ALLOTT. Who made this task force report and who requested it and who appointed it?

Mr. KORMAN. That was requested by the Commissioners. The task force was appointed by the Commissioners. And our particular task force was headed by Mr. Richard Galliher, the president of the bar association at the time.

Senator ALLOTT. And who else?

Mr. KORMAN. Mr. Gray, the Corporation Counsel, served with him. And the third member was Mr. Townsend, the administrative assistant to the President of the Board of Commissioners.

Senator ALLOTT. I do not know—is that available for the committee, too?

Mr. KORMAN. I assume it is.

Senator ALLOTT. I think it should be.

Mr. KORMAN. I assume it is.

(The statement referred to follows:)

REPORT OF THE TASK FORCE ON THE OFFICE OF THE CORPORATION COUNSEL

The undersigned members of the task force on the Office of the Corporation Counsel were appointed by the Board of Commissioners to look into the operations of this Office in order to determine whether any economies in personnel, material, and services might be had. The task force was instructed that any suggested economies should not impair the level of quality of essential municipal services. This task force has consisted of the head of the agency, an administrative assistant to the Board of Commissioners, and an outside lawyer citizen who has had contact with several branches of the agency on various occasions. The nonvoting member of the task force who participated in its deliberations was Joseph C. Chicherio who had been designated by the Director of General Administration.

Your task force first commenced its deliberations by examining a brochure prepared by the head of the agency. This included a breakdown of the operations of each division of the agency, including personnel of the unit, type of legal matters handled, and number of assignments. Said brochure also included the operating expenses of the agency as contained in the 1961 budget. It was particularly noted that of the budget of $848,500, $751,000 was essentially for personal services rendered by the members of the agency. In addition, some $57,000 of the balance is actually attributable to employee benefits and, for that reason, should be included in personal services. $10,000 is limited in its application to the settlement of claims. The remaining $31,000 is required for travel, printing, and other contractual services (including cost of depositions), supplies, and equipment (which includes replacements and additions to the law library).

Three very lengthy meetings of the task force were held during the course of which the head of each division, except that of the Contract Appeals Board, was interviewed and interrogated. The chairman with the permission of the task force, himself discussed the operations of the Contract Appeals Board with its head. The chairman also visited the law library of the agency, which is a necessary adjunct of its operations.

It is the unanimous opinion of the task force that the agency is fully utilizing the services of all of its personnel and that there is no basis for affecting economies in personnel, material, and services. It is further believed that any effort to effect economies in the operations of the Office of the Corporation Counsel will impair the level of quality of essential municipal services.

It has been reported to your task force that additional secretarial help is needed by the agency. Your task force believes that the agency should first look into the feasibility of using dictating or transcribing machines with the thought that this may solve the reported need.

The reports of the various divisions included statistics for the year 1960 and up to approximately April 1961. Your task force noted on these reports that a total of over 5,700 hours of overtime were put in by various members of the

agency. This did not include any of the overtime of either the head of the agency or the principal Assistant Corporation Counsel.

Respectfully submitted.

RICHARD W. GALIKER, *Chairman.*
CHESTER H. GRAY,
R. S. TOWNSEND.

OVERTIME

Senator ALLOTT. Senator Schoeppel here points out in the testimony that the overtime amounts to 30 hours a month for a staff of 52 lawyers. That is not much.

Mr. KORMAN. That is not correct, sir. That was an observation that was made by one of the members of the House committee and was quickly corrected by Mr. Gray, as you will see shortly after that. That was actually for just one division of the office. And it was thought that that was for all the lawyers.

Senator ALLOTT. That is on page 234?

Mr. KORMAN. Yes, sir.

Mr. Raubaut said:

That sounds good, but that is only 30 hours a month for a staff of 52 lawyers.

Immediately following that you will find Mr. Gray says:

That is just for four lawyers, that is just these four—

he was referring to the four lawyers in the Collections Section of the Domestic Relations Division.

He says:

As a matter of fact, the overtime for the whole office was something like 9,786 hours for this period.

The task force found that for the period they were looking at, it was 57.

FIFTY-PERCENT STAFF INCREASE

Senator ALLOTT. How can you justify an increase of 50 percent in your staff in 5 years?

Mr. KORMAN. What I was just saying is that it is not a 50-percent staff increase when you take into consideration the fact that this is not a 50-percent increase on the work that we had been doing.

If Congress passes new laws that put upon us a requirement to take up work that we never had before, and adds personnel to our staff for that particular purpose, we cannot be charged then with having an increase in staff for all the rest of the work which is constantly increasing with the size of the District government. The District government is growing. Its legal problems are growing——

Senator ALLOTT. There is no question about the District government growing, and that is what we are trying to get at here.

Mr. KORMAN. Of course, Senator, all I can say, sir, is that I am convinced—and I hope I can convince you—that there is no one in the staff of the Corporation Counsel that is not doing a full day's work and more, and that they cannot possibly get along with less, and that we need more in order to properly do the work that is assigned to us.

Senator ALLOTT. I think that is all I have, Mr. Chairman.

Mr. KORMAN. I hope, sir, that you will take the time to read this statement I have prepared which has to do with this very point, because it occurred to me that the statement of the House committee

that there had been a 50-percent increase in 5 years would be seized upon.

(The statement referred to follows:)

In the report of the House of Representatives on the appropriation bill, the portion relating to the Office of the Corporation Counsel contained this statment:

"This Office has increased from 66 positions in fiscal year 1956 to its present strength of 99 positions, an increase of 50 percent. The committee does not believe that the workload has increased proportionately and has allowed 2 of the 9 new positions requested which will provide an adequate staff of 101 to manage the legal activities of the District of Columbia."

It is true that the total number of positions increased from 66 to 99 in the period indicated. There are, however, specific reasons for a large part of the personnel increase alluded to which have no direct relationship to increase in workload as that term is usually employed.

In 1957 Congress passed for the District of Columbia what is known as the reciprocal enforcement of support law, whereunder the District receives from all other jurisdictions throughout the United States, and initiates here and sends to those other jurisdictions cases involving the support of destitute families abandoned by the family breadwinner (usually the father) who has fled to another jurisdiction. The District was the last political subdivision to adopt such a law. Nine employees (three attorneys, two investigators, four stenographers) were authorized by Congress for the handling of this new type of work.

Originally this facet of the work of the Corporation Counsel was included with that of the Civil Proceedings Division, which although principally engaged in general litigation, also handled collection items, probate and escheat matters and mental health cases. It soon developed, however, that these portions of the work so overburdened the supervising personnel of that Division that the establishment of a new Division in the Office was vital to proper management. Accordingly, after consultation with the Management Office, the Department of General Administration, and the Commissioners, the Corporation Counsel set up a new Division known as the Domestic Relations and Collections Division, which encompassed all of these additional types of work plus the presentation of matters in the juvenile court, which is essentially in the Domestic Relations field. This necessitated the appointment of a Division Chief and an Assistant Chief with secretaries for each, thus accounting for four more employees.

Two cases decided by the municipal court of appeals and the U.S. court of appeals have forced the Corporation Counsel to assign at least one additional lawyer to the juvenile court. In *Shioutakon* v. *D.C.*, decided May 17, 1956, the court directed that, thereafter, counsel should be assigned to all juveniles appearing before juvenile court without legal representation. Since, under the Juvenile Court Act, the Corporation Counsel is required to assist the court in juvenile cases when so requested, the lawyers attached to our Office there were much more frequently required by the court to be in attendance to assist when there was opposing counsel.

Kelly v. *D.C.*, decided March 17, 1958, directed that preliminary discussions with, and the taking of affidavits from, complainants in paternity cases or cases of children born out of wedlock must be done by an Assistant Corporation Counsel and not by nonprofessional employees. The effect of these two decisions really required more than one additional attorney, but only one was assigned to the juvenile court.

This then brought to 14 the extra number of employees not directly attributable to what is commonly referred to as increased workload; i.e., normal annual growth in preexisting types of work. If that 14 is subtracted from the total of 99 employees, the resulting percentage of increase of employees over the 66 in fiscal 1956 is only about 28¾ percent instead of 50 percent.

Because, as above indicated, the Domestic Relations and Collections Division was established in 1958 and there was assigned to it part of the work of the Civil Proceedings Division and part of that of the Law Enforcement Division, and because some Divisions did not keep complete statistical records, comparisons cannot readily be made of percentages of increase of work from 1956 to 1960. A study of available records discloses the following, percentagewise, in the Divisions of the Office for the periods in which comparable figures are available:

As regards four Divisions, figures are available only for the 1-year period be-

tween fiscal year 1959 and fiscal year 1960. Percentages of increased workload in those Divisions for that 1 year only as follows:

	Percent
Law Enforcement Division	10¼
Civil Proceedings Division	20
Public Utilities Division	26⅔
Domestic Relations and Collections Division	27

One Division has fairly accurate figures covering the 3-year period between fiscal year 1957 and fiscal year 1960. The Division and the increase it shows in 3 years are:

	Percent
Legislation and Opinions Division	39

The remaining three Divisions of the Office have figures for the entire 4-year period between fiscal year 1956 and fiscal year 1960. Those Divisions show percentage increases as follows:

	Percent
Special Assignments Division	10
Taxation Division	21¾
Appellate Division	179

One other item is worthy of mention. For a number of years the Chief of the Special Assignments Division handled as part of his work the Chairmanship of the Contract Appeals Board of the District of Columbia. By virtue of the conflict between that work and his supervision of the Special Assignments Division, a tremendous backlog of contract appeals was created. Again, with the approval of the Department of General Administration and the Commissioners, and, indeed, with the sanction of Congress, the Chief of the Special Assignments Division was separated therefrom and, with a secretary who acts as clerk to that Board, was established as full-time Chairman of the Contract Appeals Board. There are, therefore, amongst the present employees of the Office, two additional persons doing highly specialized work not generally allocable to employees handling normal increased workload.

In the light of what is set forth here and what has been earlier given to the committee in support of the personnel increases included in our budget estimates, it is submitted that the budgetary requests are completely justified.

Respectfully submitted.

MILTON D. KORMAN,
Acting Corporation Counsel, District of Columbia.

WORKLOAD

Senator ALLOTT. Even if you deduct from that the people that you put in this, what do you call it——

Mr. KORMAN. Reciprocal enforcement of support law——

Senator ALLOTT. Reciprocal enforcement of support law—a provision, by the way, which has been embraced in almost every city in the United States long before this, in which they absorbed into their regular city council staff, as the case may be, even if you deduct what you put in there, you still have a very, very substantial increase in your staff.

Mr. KORMAN. It figures out to 28¾ percent increase over a 5-year period.

Now, as contrasted with that, sir, I have some figures in this paper which shows the increased workload in each division.

Frankly, I got these up hurriedly. By virtue of the fact that there was a split in some of the divisions over the past 5 years, as I have indicated, with some work being moved from one to another, exact figures were not immediately available. But on page 3 of this statement I have prepared you will see that for four of the divisions I was able to give you increases percentagewise for only 1 fiscal year.

The Law Enforcement Division increased in 1 year only, 1959–60,

10¼ percent; the Civil Proceedings Division work, 20 percent; the Public Utilities Division, 26⅔ percent; the Domestic Relations and Collections Division, 27 percent.

Senator ALLOTT. How do you measure workload in those instances?

Mr. KORMAN. By the number of cases that were handled from one year to the next.

Senator ALLOTT. That is not a measure of workload.

I am sure as a lawyer you would agree that that is no measure of workload.

Mr. KORMAN. I agree, sir, that there are many cases which can be handled quickly and many cases which will take weeks to dispose of. But on the average over an extended period, there is no other way that I know to measure it.

Now, in one Division we had figures extending over a 4-year period, that was for the Legislation and Opinions Division. Their workload increased 39 percent.

I ask you, sir, to mark this last one. We have three Divisions for which I was able to get the figures for a 4-year period from fiscal 1956 through fiscal 1960. The Special Assignments Division over that 4-year stretch showed an increase of 10 percent; the Taxation Division, 21¾ percent; and the Appellate Division in that 4-year period, 179 percent increase.

Senator ALLOTT. That is in number of cases in every instance?

Mr. KORMAN. In every instances, yes.

Now, admittedly some cases take much longer. I worked on one case alone that took 10 years over its entire length from trial court through the Supreme Court of the United States. But there are other cases that could be disposed of in a few weeks.

But, on the average, over a period of time, I know of no other way to measure it. And these, I think you will find, are accurate percentages.

Senator ALLOTT. That is all I have.

Senator BYRD. The $38,000 item is included in the overall $206,000 request for the enforcement of the building code; is that correct?

Mr. KORMAN. I think that is right, sir.

Senator BYRD. Thank you, Mr. Korman.

The next item, the Fire Department, Chief Millard H. Sutton.

Senator ALLOTT. Mr. Chairman, while they are coming up here, I would like to ask Mr. Herman a couple of questions.

NATIONAL ASSOCIATION OF MUNICIPAL JUDGES

I have an inquiry of Mr. Herman from Mr. Albert B. Loda, executive secretary of the National Association of Municipal Judges.

I would like to ask you if there is any provision in the law or if there is anything in your budget with respect to the payment of the membership dues of the municipal judges for membership in the association?

Mr. HERMAN. I would have to check that. May I furnish it to you personally, or do you want it in the record.

Senator ALLOTT. Put it in the record, if you will, sir, I would appreciate it.

Would you also put in whether or not a request has been made of you for inclusion of this item?

Mr. HERMAN. What was the association?

Senator ALLOTT. The National Association of Municipal Judges.
Thank you very much, sir.
(The information referred to follows:)

None of the judges in the District courts have membership in the National Association of Municipal Judges paid from public funds, and no request has been made by these judges for such membership.

Senator BYRD. The next witnesses will be Chief Millard H. Sutton, Mr. A. J. Patrick, Fiscal Officer, and Dr. John A. Reed, Chairman of the Board of Police and Fire Surgeons.

FIRE DEPARTMENT

STATEMENTS OF MILLARD H. SUTTON, FIRE CHIEF; ACCOMPANIED BY DEPUTY FIRE CHIEF A. J. PATRICK, ADMINISTRATIVE OFFICER, AND DR. JOHN A. REED, CHAIRMAN, BOARD OF POLICE AND FIRE SURGEONS

GENERAL STATEMENT

Senator BYRD. You gentlemen are appearing in behalf of the item of $103,000 for police and fire medical services, which involved four full-time positions and four part-time positions, all but $6,273 being for positions, and also in behalf of the item "Firemen pensions and relief, $30,000."
Chief Sutton, you may proceed.

BOARD OF POLICE AND FIRE SURGEONS

Chief SUTTON. Mr. Chairman, and members of the committee, the Board of Police and Fire Surgeons provides a service vital to the lives of our policemen and firemen. The knowledge that adequate medical facilities are available and the assurance that competent medical help is on hand on an around-the-clock basis greatly influences the degree to which the officers and firefighters will risk their lives in the performance of their duty.
I support the Commissioners' proposal for the restoration of funds for the clinic and for the outside medical services.
Mr. Chairman, I might say that Dr. Reed, who is Chairman of the Board, is much more familiar with the care of the police and firemen.
Senator BYRD. Mr. Sutton, on page 710 of the House hearings you were asked the question by Mr. Rabaut:

Why could not this care of the policemen and firemen be under the District of Columbia General Hospital?

And at that time you asked to go off the record.
Mr. SUTTON. Yes, sir.
Senator BYRD. Today I am going to ask you the question again, why could not this care of the policemen and firemen be under the District General Hospital?
Mr. SUTTON. I think, Mr. Chairman, that Dr. Reed could answer it better than myself. I do not know of the facilities at District of Columbia General.
Senator BYRD. Dr. Reed, would you answer that question?
Dr. REED. I will try to, Senator.

In the first place, I would like to state that, of course, as you gentlemen know, $241,000 is deleted from the budget——

HOUSE DELETION

Senator SCHOEPPEL. So that I get the proper picture here now, might I inquire, does that also include not only the $108,000 for outside medical services to which you are testifying, but all of the $241,000 for medical care for the District firemen and police?

Dr. REED. The total request is for $266,000. The House deleted $241,000, leaving $25,000 presumably for the pay of two doctors.

It was not spelled out by the House as to what these two doctors were to do, or where they were to be located, or anything at all.

Senator SCHOEPPEL. I wanted to understand to what exact situation you were testifying.

Dr. REED. Yes, sir.

Senator BYRD. Is it not also true, Dr. Reed, that the $103,000 item and the $30,000 item are under the Fire Department section of the budget, whereas the $108,000 item is under the Metropolitan Police Department?

Dr. REED. That is correct, sir.

Senator BYRD. All right, Dr. Reed.

TRANSFER TO DISTRICT OF COLUMBIA GENERAL HOSPITAL

Dr. REED. In transferring—I might say that the amount was deleted. In addition to that, in the House report accompanying H.R. 8072 the House stated that they were to direct the Commissioners to abolish the Board of Surgeons, and that all medical and surgical care of our District of Columbia policemen and District of Columbia firemen, the White House Police, and the Park Police should be taken care of by the District of Columbia General Hospital.

The reasons for that I have no idea. I have wracked my brains to find out why. If we think in terms of saving the citizenry money by tax, I would submit to you the figure that it costs the District of Columbia government $2.91 per visit to the present police and fire clinic.

PATIENT COST

Congress was asked for $6 a visit to the District of Columbia General Hospital and associated hospitals, for which the taxpayer would have to pay.

The House allowed $5, and yet it only costs us $2.91 under our present arrangement.

The overall cost of a patient, outpatient or inpatient, at the District of Columbia General Hospital, considering the workload of District of Columbia General Hospital, as near as I can gather the figure, is somewhere between $35 and $50 of the overall cost for a patient, a fireman or policeman, White House Police or Park Police, is $7.07. Therefore, it would seem to me that the cost could not possibly enter into it.

Then the next question was, Would they receive better care at the charity hospital, the District of Columbia General Hospital?

Let us look at this picture for just a moment.

Who would treat these men at District of Columbia General Hospital?

TREATMENT AT DISTRICT OF COLUMBIA GENERAL HOSPITAL

The only people I know who could possibly treat them would be the house officers, namely, the interns and the residents, who are men who are in training. Now, let us look at the present members of the Board of Police and Fire Surgeons—and I do this unblushingly.

Eighty percent of our doctors are either on the teaching staffs of the several university schools here, or they are attending men to the various civilian hospitals, or they are consultants to the various hospitals in Washington.

Now, I think that speaks for itself as far as the status of the doctors are concerned.

As you gentlemen probably well know, Dr. Schutz, before the House Appropriations Committee—and it is contained in the hearings here—stated that he had advertised in the Journal of the American Medical Association for 64 house doctors for the District of Columbia General Hospital. He got 47, which is a shortage of 17.

I do not know with the present amount how they could possibly handle an actual 33⅓ percent increase workload at the District of Columbia General Hospital.

In the same report accompanying H.R. 8072, in the deletion of certain funds——

WORKLOAD

Senator BYRD. How much of an increase in workload was this?

Dr. REED. 33⅓ percent, sir. We handled approximately 39,000 patients in our clinic, and the workload of the District of Columbia General Hospital is $120,000 in the outpatient department.

Senator ALLOTT. May I inquire at that point for my own information, Doctor, these 35,000 patient visits which you referred to on page 36 of your justification, are those all firemen, or does this include dependents?

Dr. REED. This includes policemen, firemen, White House policemen, and park policemen.

Senator ALLOTT. No dependents?

Dr. REED. None at all.

Senator ALLOTT. Thank you.

Dr. REED. In the same report that accompanies H.R. 8072—I think it is on page 2—the House in denying certain appropriations for District of Columbia General Hospital, they themselves stated—and I quote:

> District of Columbia General Hospital is overcrowded, outmoded, and inefficient.

And still there is the desire to put the burden of some 40,000 clinic visits on the District of Columbia General Hospital as well as some 386 inpatients, plus the other workload of the doctors in the clinic.

We make home calls on those individuals—and stop me if you want to, Senator, any time you want—we make approximately 1,000 calls to the homes of individuals who are not able to come to the clinic per year. On page 787 under the home care for the District of Columbia General Hospital, they state that they make about 1,500 visits per year.

And the question arises in my mind, can they take on another 1,000 individuals without increasing their physician personnel?

SPACE PROBLEMS

In testimony before the House, Dr. Finucane—and I quote from the record—states:

The volume of work of the District of Columbia General Hospital is very, very great.

Those are his very words.

The question of space——

Senator BYRD. Does Dr. Finucane——

Dr. REED. Dr. Finucane is a health officer, and a very fine man.

Senator BYRD. Does he favor the transfer to the District of Columbia General Hospital?

Dr. REED. He does not, sir, and he has publicly stated so in the press.

In questioning Dr. Schultz, who is the Medical Director of District of Columbia General Hospital, on page 1815 before the House Appropriations Committee, Dr. Schultz states as follows, and I quote: "We are very tight of space now."

Furthermore, Dr. Schultz said before the House Appropriations Committee that the bed capacity of District of Columbia General Hospital was over and above what is usually considered a satisfactory capacity for a hospital; namely, 80 percent, it ran something like 81.7 percent. And that was testified to before the House committee.

Now, we have a large—we do a fairly extensive protective health procedure in our clinic, such as immunization against polio, tetanus, et cetera. In the immunization clinic of the Health Department, which our men would undoubtedly have to go to, they have asked, on page 789 of the testimony before the House for additional help.

LABORATORY

The question of laboratory—we have a laboratory full-time technician, and during the past year some 27,000 tests were made. On page 823, under the laboratory service of District of Columbia General Hospital, Dr. Finucane asked for five new positions for his laboratory. And, in addition to that, he had three vacancies that he could not fill.

I asked the question, How in the world can you handle this load?

I just don't know.

And Dr. Finucane doesn't know.

Senator BYRD. How many physicians did the House allow?

Dr. REED. I am not familiar with that, sir; I don't know.

Senator MCGEE. May I raise a question, too, here, Mr. Chairman? I am interested in this particular item.

I have had some correspondence with a friend and doctor, Dr. House, a member of the Board of Police and Fire Surgeons, in discussing some of these questions that you have raised, Dr. Reed. The House, as you know, gave as its reason for this recommendation that they felt that inasmuch as an appropriation of $12 million plus is going to District of Columbia anyway, it seemed "only logical to them"—and I quote—"that the District should be able to absorb the firemen and policemen in their treatment."

Now, you are saying to us here this afternoon that District of Columbia General Hospital is not equipped to take on this extra load?

Does that summarize the substance of your testimony?

Dr. REED. I would like to summarize it sir, by quoting the House Appropriations Committee:

It is overcrowded, outmoded, and inefficient.

Senator MCGEE. Now, reference was made here to a newspaper item of July 13 in which District of Columbia General admittedly declared that it was unable to handle the workload. Are you aware of the newspaper article?

I hadn't seen it.

Dr. REED. Yes, I am, sir.

Senator MCGEE. I wonder if we might include that in the record?

Dr. REED. As far as I am concerned, sir, because it is a quotation from Dr. Finucane, who has the overall charge of District of Columbia General Hospital, and he states very clearly that in his opinion——

Senator MCGEE. Perhaps one of our staff could procure that.

Dr. REED. I can give it to you if you want it.

Senator MCGEE. I would like to have that included in the record.

Senator BYRD. I think that is a good suggestion.

(The article referred to follows:)

[From the Washington Post, July 13, 1961]

FINUCANE HITS MEDICAL CARE SHIFT FOR POLICE—SAYS TRANSFER TO DISTRICT OF COLUMBIA GENERAL WILL INCREASE HOSPITAL BURDEN

Dr. Daniel L. Finucane, District Director of Public Health, said yesterday that the congressional decision to transfer medical care and examinations of District policemen and firemen to District of Columbia General Hospital would "markedly increase the burden" on already overburdened hospital services.

District policemen and firemen receive medical care now through a clinic first established here during the Civil War. The House Appropriations Committee voted, and the House approved yesterday, a cut of about $211,000 for clinic services.

This would require District of Columbia General Hospital to conduct preemployment, retirement, and phychiatric examinations of 3,800 District policemen and firemen.

It would also—and this is opposed by Police Chief Robert V. Murray and the District Policemen's Association—require that policemen and firemen receive most of their medical care at District of Columbia General.

EXPENDITURE CRITICIZED

The committee saw no logical reason to continue spending $250,000 a year for care of the 3,800 policemen and firemen but made no comparable increase in the hospital's annual budget for such care.

Murray, and Inspector John L. Sullivan, president of the Policemen's Association, said yetserday that the move will have a devastating effect on the morale of the departments. At present the medical care provided by nine physicians and five associate through the Board of Police and Fire Surgeons, is a widely heralded "fringe benefit" for recruitment of new men.

The Appropriations Committee approved only $25,000 for 2 full-time physicians, cutting funds for the remaining 12 who conduct examinations, treat ordinary illnesses, make house and hospital calls, and perform surgery on injured firemen and policemen at various hospitals in the District.

FUNDS RESTORATION SOUGHT

Representative Charles McC. Mathias, Jr., Republican, of Maryland, said yesterday that he would make an effort to have the funds restored when the District bill is taken by the Senate Appropriations Committee. Murray and Sullivan also said they would ask to be heard on the House decision.

Mathias said he has been informed that more than 41,000 hospital and house calls and examinations for District policemen and firemen were recorded last year. He said he feared the transfer of this caseload to District of Columbia General would overwhelm facilities there. Board physicians also performed over 38 surgical operations on policemen and firemen last year.

Police officials also object because their clinic provides emergency care 24 hours a day.

They fear that neither facilities nor the staff of the city hospital will be available to handle emergencies around the clock.

[From the Sunday Star (Washington, D.C.), July 30, 1961]

POLICE AND FIREMEN'S MEDICAL CLINIC FIGHTS FOR ITS LIFE ON CAPITOL HILL

(By Grace Bassett)

A medical clinic rooted in 100 years of service to Washington police and firemen is fighting on Capitol Hill for its life.

The outcome may depend on the comparative determination of two men—Representative Rabaut, Democrat, of Michigan, and Senator Byrd, Democrat, of West Virginia. They head congressional subcommittees handling the District's budget.

Mr. Rabaut believes the clinic is a boondoggle. The House, in effect, agreed by voting unanimously to limit clinic service to emergency care by two doctors and to meet other medical needs of officers at District General Hospital.

Conscientious Senator Byrd sees the clinic as a time and moneysaver. Prospects are good that the Senate will restore the $241,000 cut from the clinic budget by the House.

RABAUT VERSUS BYRD

This would pit convictions of Mr. Rabaut and Senator Byrd against each other in a Senate-House conference to reach a compromise on the item.

By far the most evidence on the records supports the Senator's view. He became convinced on a tour of the clinic, which has been on the third floor of the 13th Street firehouse between K and L Streets NW. since 1932. Police and firemen, eager to retain their clinic, have won pledges of help from Republican Representatives Mathias of Maryland and Broyhill of Virginia.

District Commissioners, their police and fire chiefs, Robert V. Murray and Millard Sutton, Clinic Director Daniel L. Finucane all are insisting District General can't bear the burden of clinic services within the hospital's type budget.

NEW FACTS ASSEMBLED

They plan to come to Senate hearings armed with facts and figures not given the House. Though city officials seemed unaware during House hearings that Chairman Rabaut was contemplating drastic clinic cutbacks, there was considerable discussion of the question. Talk was put off the record at the request of Fire Chief Sutton. Reportedly, Chief Sutton was worried that his men, accustomed to their own clinic, would resent having to go to a charity hospital to be treated with indigent patients.

Apparently unimpressed, Chairman Rabaut asked Chief Sutton to furnish an answer, from Dr. Reed preferably, to the committee's primary question, "Why can't clinic services be given at District General Hospital?"

OF GREAT BENEFIT

The on-the-record answer summarized clinic history and added only: "While I have not specifically given thought to the minds of Congress who have established this service, I feel that in their wisdom, it has proved to be of tremendous benefit."

City officials now searching for an answer to the "why" of the House cutback probably can find it in their own answer to the committee's "why not" question.

But House committeemen offer this further explanation. They began looking at clinic costs critically last year with the addition, under considerable House protest, of a psychiatrist and equipment. They discovered that eight doctors filled part-time positions for which each was paid an average of $8,004 annually for devoting 80 percent as much time to the clinic as permanent staffers.

This year, members had reports that part-time doctors habitually checked into the clinic and left after working several hours or less daily. These temporary positions were ordered abolished in the House bill.

TWENTY-FIVE THOUSAND DOLLARS ALLOWED BY HOUSE

The $25,000 allowed by the House for two permanent doctors is close to the combined pay of $13,520 and $11,939 of the permanent chairman (Dr. Reed) and Vice Chairman of the Board of Police and Fire Surgeons, which runs the clinic.

Presumably other permanent staff members—a nurse, a laboratory technician, a secretary and a clerk—would be paid by the Health Department or lose their jobs, should the House budget be sustained.

"We know this will be hard on District General Hospital," a committee spokesman said. "We know hospital administrators have no plans for clinic services. But they can find a separate room, assign doctors and get the work done—that is their job as administrators."

District General has a staff of 40 doctors, 120 residents, and 62 interns. Mr. Rabaut said he could see "no logical reason" why these doctors could not find time to meet medical needs of police and firemen.

SERVICE STILL FREE

Committeemen argue that the morale blow expected from the clinic loss would be initiated by the fact medical services still will be furnished free.

But the bulk of testimony being prepared for the Byrd hearings August 7 is aimed at proving that clinic services, if they can be given at all at District General, will be more costly there.

The clinic workload is heavy. All applicants for the force and officers due for promotion or retirement are examined. There are more than 40,000 urine, blood, and electrocardiagram tests given annually.

Clinic physicians reported last year 27,624 lab tests, 10,707 injections, 2,001 diathermy treatments, 860 hydrotherapy treatments, 147 audiograms, and 827 electrocardiagrams.

FIVE HUNDRED AND ELEVEN CASES TREATED

Some 699 applications for medical care were screened and treatments were given in 511 of these cases.

In addition, clinic doctors made 39,000 home calls and performed 386 minor operations. There were 2,053 physical examinations for job applicants.

Medical officers have built up a personal relationship with members and commanding officers of the District, White House, and Park Police Forces they serve.

They also conduct a preventive program, including polio, influenza and tetanus injections, allergy analysis and diabetic and psychiatric screening.

Retired persons may continue to use clinic services. A clinic representative is assigned to be on the spot at all three, four, and five alarm fires.

Doctors also examine Commissioners' appointees to the Nation's military academies and testify frequently at Commissioners' hearings on police and fire issues.

Dr. Reed estimated that clinic services would add one-third to the present District General workload.

EIGHTFOLD COST INCREASE

Costs of the same service could increase more than eightfold at District General over clinic costs, he warned. Overall costs per patient at the hospital, figured on the basis of total workload, is approximately $50 compared to $7 at the clinic, he pointed out.

Outpatient visits cost $5 per patient at District General, he noted compared to $2.91 at the clinic.

Frequently, patients wait for hours to be examined at District General and for weeks to receive reports on X-rays, both hospital and clinic administrators agree. For police and firemen, this could amount to a serious loss in man-hours on duty.

Senator Byrd said he was impressed with officers' arguments that the clinic was a kind of insurance policy, an incentive for joining the force and a valuable personal service.

NO FOLLOWTHROUGH IN CASES

Dr. Reed said this personal service would be interrupted in the transfer because residents and interns who come and go would be called to attend police and firemen. They are in training, not veteran physicians such as are clinic staff members, he noted. The men never could be promised the same doctor twice. There would be no workable followthrough on cases.

Dr. Finucane said there was simply no space at District General to examine or treat the officers. The hospital is composed almost entirely of large wards where police and firemen would be treated along with all other patients.

There are no programs at District General for outpatient calls, a major part of the clinic's service. Health Department doctors do make calls on indigent patients and five other physicians are under contract to call on persons reported primarily by the police as needing medical care.

One remote possibility for reconciling pro and anticlinic views is that the House committeemen see no objection to retaining the clinic offices above the old firehouse and staffing it with District General personnel.

This would mean the medical staff would be limited to two, however, and the eight doctors, each with separate offices now, would be cut from the payroll. Up to now, at least, Senator Byrd is not convinced of any saving in a clinic cutback.

TREATMENT AT DISTRICT OF COLUMBIA GENERAL HOSPITAL

Senator McGee. And, second, you make the point to us that in view of the overcrowded circumstances of District of Columbia General, if the firemen and policemen are to receive service at all, it would be in the hands of interns and residents.

Dr. Reed. As far as I am concerned, as far as any observations of District of Columbia General Hospital go, I don't know where they would get doctors to do it.

Senator McGee. And that this kind of treatment would be on an immeasurably lower level than that which now functions through the Board of Surgeons?

Dr. Reed. I do not mean to imply that these young men are lacking in knowledge or are not willing and interested and anxious to do medical work. I only wish to point out that these young men are in training, sir, whereas your present established Board are all qualified physicians by right of their standing.

Senator McGee. And the simple question, I think, to be put would be how many of us in this room, if he could choose some medical care, would deliberately select an intern or a young doctor in residence to treat him?

I expect that our answer would be quite unanimous in this regard, and would be the answer to the point you make here.

I suppose the chief could answer this one.

EFFECT ON MORALE

Could this have an effect in any way on the morale of the force?

Mr. Sutton. Yes, sir, I would say so.

Senator McGee. It would seem to me that this would likewise complicate any further recruiting policies in terms of trying to hold personnel in the force.

I would imagine that one of the attractions would be that of top-grade medical service would be available to these men who risk their lives, is that correct?

Mr. Sutton. Correct.

RECRUITMENT OF POLICEMEN

Dr. REED. If I may say so, the Congress permitted Chief Murray, I think, either 207 or 214 policemen over and above his force of 2,500 about a year ago. They had very, very great difficulty in recruiting this number. The Chief, I think, may verify this. He knows it better than I do.

But he desired or thought that an additional 300 were proper. He held off requesting Congress an additional 300 because he couldn't fill the quota that Congress had already allowed. So as a result of that, recruiting teams were sent out into so-called debilitated areas, Pennsylvania, Massachusetts, New York, Ohio, and West Virginia, two-man teams, and they carried with them a poster. And if you will note, under "Benefits" item 4 is medical care and surgical care. If I may use the word, it was a "gimmick" to get young men to come into the Police Department.

And, as a result of this recruiting program, and for years we have never had one man on tap at the Civil Service that we could draw upon.

We have now 2,000 applications in the U.S. Civil Service waiting to be processed to become policemen. I don't say it is on account of the one benefit that is cited, because there are probably 10 of them.

But I do say it was the fourth benefit cited, and I do feel it had considerable influence.

And I think, as one man expressed it not too long ago, he considered this medical and surgical care as an insurance, and that was one of the reasons he came on the force, and it was a fireman.

TOP MEDICAL CARE

Senator MCGEE. I know of no specialized select group that would be more deserving or more in need of the very best of medical care, given all the circumstances of their day-to-day work.

For the moment in being the Devil's advocate, assuming that this is the sort of thing that maybe ought to be studied further and explored more carefully, maybe there is some other solution to it. The evidence does suggest very strongly that whatever the real ultimate answer ought to be, it does not lie in sending them to District of Columbia General Hospital at the present time.

Dr. REED. Senator, I think you are perfectly right. I feel very strongly that if Congress sees fit to disband the present medical and surgical procedures setup for our firemen and policemen, that some sort of study should precede their conclusion. As far as I know, sir, there was no one that testified before the House Appropriations Committee except Chief Sutton. I was not called—not that I should have been necessarily. Chief Murray, who is quite involved in this, was not called to testify, nor was there any survey of the present service made, was it good, was it bad, could they save money or do they save money, could they do it at District of Columbia General Hospital, or not?

As far as I know, sir, there was not one study made.

And that is the thing that made this thing drop like a bombshell.

Certainly I had no knowledge of it. I don't know whether Mr. Tobriner did or not.

Senator McGee. I think Mr. Tobriner mentioned this morning in his opening statement that this was an area which somebody ought to take a look at.

In the meantime, I think it would be foolhardy on the part of this committee to jump on one part of a solution that is demonstrably unsatisfactory in trying to resolve the question.

DISTRICT OF COLUMBIA GENERAL HOSPITAL STUDY

Dr. Reed. Senator, as near as I can gather from this record, District of Columbia General Hospital received appropriations and spent something like $200,000 in investigations as to what was wrong with their hospital and how to correct it. That was the so-called Steinle Associates who did that job. I can unblushingly state that there is nothing wrong with the present medical and surgical care for police and firemen, but I am still willing and ready to testify before any investigating committee whatsoever to look into the matter more carefully before a conclusion is reached, such as has been reached.

Senator McGee. I have no more questions, Mr. Chairman. I would only express my personal hope that the committee would give serious consideration to a restoration of this part of the request.

Senator Schoeppel. Would the Senator from Wyoming yield for a question?

Senator McGee. I am through questioning.

RETENTION OF POLICEMEN ON FORCE

Senator Schoeppel. I wanted to ask you this. I am interested in your recruiting program, the holding out to prospective applicants the opportunity of these benefits.

May I ask you, sir, would it not be fair to assume that to the men already on the force that would be some inducement for them to remain on the force if they knew that they had a continuation of these types of benefits?

Dr. Reed. Senator, I think so very seriously. I am quite sure—as you men may know, our policemen have received medical and surgical care for 99 years. Our firemen have received medical and surgical care for some 83 years by a specialized group of doctors, not specialized in fields of medicine, but a group of doctors that Congress has authorized moneys, the appropriation, to pay.

The Park Police have received it since 1902 by act of Congress. The White House Police have received this service since 1922 by act of Congress.

I really do agree that I feel this would be a considerable demoralization of our force—I am sure that the various policemen and firemen's associations would go on record as feeling the same way.

I feel also, Senator, that not only would the men feel demoralized, I would think that their wives would feel demoralized to think of their men, if they would get shot in the belly with six bullets, being carried to a charity hospital to be treated by interns. Sir, that requires expert surgical technique.

I would feel that many of their children would be scared to death to think that their daddies might be taken to a charity hospital and treated by interns and residents.

I think it would be very demoralizing, Senator; I really do. I would rather hear the representatives of the men themselves say so. And they have said so to me on many occasions.

Senator SCHOEPPEL. Might I ask a few questions here, sir?

Senator MCGEE. May I just interrupt, Senator, to ask that I include in the record the correspondence that I had with Dr. House on this question.

Senator BYRD. Without objection, it is so ordered.

(The letter referred to follows:)

GOVERNMENT OF THE DISTRICT OF COLUMBIA,
BOARD OF POLICE AND FIRE SURGEONS,
Washington, D.C., July 13, 1961.

To Senator GALE MCGEE:

H.R. 8072 which is the appropriations bill for the District of Columbia government was passed by the House on July 12.

All appropriations for the medical and surgical care for the District of Columbia policemen, District of Columbia firemen, White House policemen, and park policemen were deleted. It was further recommended by your committee that proper arrangements be made to provide such medical and surgical services as are deemed necessary for the present clientele at the District of Columbia General Hospital within the funds approved for the hospital.

This means the discontinuation of a very strong fringe benefit for the safety services enumerated above. The policemen have had these benefits since 1862. The firemen since about 1878, and further by act of Congress these benefits were extended to the Park Police in 1902, and by act of Congress they were extended to the White House Police in 1922. The present ambulatory clinic which sees 40,000 ambulatory patients annually has been established since 1931. The Board of Doctors who look after the police and firemen are 10 in number, all thoroughly trained physicians and surgeons in their respective fields.

The actual items for these services appear in the Fire Department budget in view of the fact that when the Reorganization Act took place it was agreed that the Board of Police and Fire Surgeons should be budgetarily and administratively under the Fire Department.

Chief Sutton will request the restoration of these funds in his budget. He will be supported by Chief Murray of the Police Department, Chief Stewart of the Park Police, and Major Stover of the White House Police. In addition to this support testimony will be available from the Legion Post of Police and Firemen of the District of Columbia, representatives of the Police Association, and representatives of the Firemen's Association. Dr. Reed will give in detail reasons for the restoration or answer any questions committee members desire to ask.

I will not go into detail at the moment for the many reasons that these services should not be discontinued, but it seems to have been a rather precipitous action on the part of the House District of Columbia Appropriations Committee and no one testified regarding either the deletion of these funds or why the services should be transferred to the District of Columbia General Hospital which is a city and charity hospital.

If the Senator desires the reasons for the reinsertion of these funds Dr. Reed, Chairman of the Board of Police and Fire Surgeons will be on hand to answer the questions and give reasons or he will be glad to see the Senator beforehand or his office staff.

Principally and foremost, District of Columbia General Hospital admittedly in the newspaper of July 13, are unable to handle the work; the police and firemen would have, in the main, interns and residents for their doctors who are young men in training; the morale of the uniformed forces involved would be broken down together with the morale of their wives and families not knowing who would look after their men; there has been a splendid relationship reached between the uniformed personnel involved and the doctors doing the work over the many years; the medical benefits that the men receive have been used as an item to obtain applicants to the departments, as for years we have been unable to secure applicants and last fall recruiting teams were sent all over the country and at present the Civil Service Commission has on hand 2,000 applicants waiting to be appraised. I will not go on and on with the many, many reasons that

should be considered, but Dr. Reed will be present at the hearings of the District of Columbia Senate Appropriations Committee and will be glad to give many further reasons or answer any questions that the Senators desire.

If the Senator or the administrative force in his office desire elaboration before the committee meets, Dr. Reed can apprise them on the many other factors.

HUGH O. HOUSE, M.D.,
Member, Board of Police and Fire Surgeons.

QUALITY OF MEDICAL SERVICES

Senator BYRD. Senator Schoeppel.

Senator SCHOEPPEL. I think you answered the question as to what sort of medical attention is given under this program in a very general way.

Dr. REED. Under our present program?

Senator SCHOEPPEL. Yes.

Dr. REED. I have intimated such; I can detail it, sir, if you desire, or any specific question.

Senator SCHOEPPEL. You have covered it in a general way.

Dr. REED. I think I have.

Senator SCHOEPPEL. And I think you also stated that you do not think that this service could be rendered at the District of Columbia General Hospital. I think you have covered that, certainly to my satisfaction.

Dr. REED. There are many other points, but I would not waste your time. I think I have intimated many things.

Senator SCHOEPPEL. Not speaking disparagingly in asking this question, are the District of Columbia General Hospital facilities such that the service would be rendered if this were——

Dr. REED. Let me give you this example.

WITHDRAWAL OF ACCREDITATION

Take the X-ray department. Just recently Dr. Schultz, the Medical Director of the District of Columbia General Hospital, on page 823 in your testimony before the House Appropriations Committee, stated:

The American Board of Radiology has just surveyed our hospital and has withdrawn accreditation. This is due to several reasons. The volume of examinations and X-rays taken is very large for the number of residents.

In other words, the American Board of Radiology has withdrawn accreditation for training even young men in doing radiology. Now, that is a very serious charge against any general hospital.

In other words, if something has to take place at General Hospital, they have to ready their house in order to do what the American Board of Radiology thinks is good radiology.

PART-TIME MEDICAL OFFICERS

Senator SCHOEPPEL. I note that eight part-time medical officers were paid about $70,000. Will you explain briefly what these officers do and how much time they give?

Dr. REED. Eighty percent of a Government workday.

Senator SCHOEPPEL. Are part-time medical officers subject to call?

Dr. REED. Twenty-four hours a day, Saturdays, Sundays, holidays.

Senator SCHOEPPEL. Do you provide medical attention to the families of the Fire and the Police Departments?

Dr. REED. We do not render that; no, sir.

Senator SCHOEPPEL. You do not. Are any of these men treated for injuries received outside of the line of duty?

Dr. REED. Yes, sir.

MEDICAL ATTENTION TO RETIRED MEN

Senator SCHOEPPEL. Is medical attention given to the retired personnel?

Dr. REED. Yes, sir. That is not by law, but it was established by our clinic, feeling that we could be of a great deal of value to these men as well as save them money. It is a workload that we have voluntarily taken upon ourselves.

Senator SCHOEPPEL. Do you take the home calls?

Dr. REED. Not home calls to retired men, sir, but we do to active men.

Senator SCHOEPPEL. I see.

Dr. REED. The only thing that the retired men receive is what we can give them at our ambulatory clinic, which is considerable.

Senator SCHOEPPEL. I see. Does the Department pay for medical attention outside the service for retired policemen if the condition is not service connected?

Dr. REED. No, sir; except what they receive at the clinic.

Senator SCHOEPPEL. Does the Department provide free medical service to those retired policemen whose ailments are not service connected?

Dr. REED. No, sir; except at the clinic. We treat all retired men, whether the disability is in the performance of duty or not, what service we can render at the clinic. That consists of such medical or surgical care that we can give there, and such laboratory examinations as we can give there.

Senator SCHOEPPEL. Speaking as one member of this committee, I am very sympathetic for the restoration of the amount that you requested here. I am convinced that there is no saving to be made for the addition of funds to be allowed for District of Columbia General Hospital if you are going to have anything like a comparable type of service.

Even then, as you mentioned, one of the fringe benefits promised the Police and the Fire Departments was this medical program?

Dr. REED. That is correct, sir.

Senator SCHOEPPEL. It would seem to me that a visit out to the District General Hospital would convince almost anyone that the men of these departments should not be charitable cases. I note that there was not too much testimony in the House about this.

Dr. REED. There was absolutely none, sir.

Senator SCHOEPPEL. That is the thing that mystifies me. I do not want to be critical, but I was wondering about it.

Dr. REED. I don't like to be critical of the House, Senator, but that is what worries me. I have no idea how the House came to this conclusion, unless they felt that they would just lop off the fund and

save it and send all our men over to the District of Columbia General, is the only thing I know of, as the Senator here indicated.

Senator SCHOEPPEL. Thank you, Mr. Chairman; I think those are all the questions I have.

FIRE DEPARTMENT'S POSITION

Senator BYRD. Now, Chief Sutton, you went off the record in the House?

Mr. SUTTON. Yes, sir.

Senator BYRD. Consequently, the House hearings do not show your position in the matter?

Mr. SUTTON. Yes, sir.

Senator BYRD. Will you state your position once more to this committee?

Mr. SUTTON. As shown in my statement, Mr. Chairman, I am for the restoration of the funds.

Dr. REED. And may I ask the chief, you are not in favor of our men going to District of Columbia General Hospital for care?

Mr. SUTTON. That is correct.

Dr. REED. As directed by the House to the Commissioners?

Mr. SUTTON. That is right. I have at no time said I wanted to do away with that.

Dr. REED. But that was included in the report accompanying H.R. 8072.

Senator BYRD. Dr. Reed, how many years have you spent in this work?

Dr. REED. Thirty-two years.

Senator BYRD. Is this the first time you have been a witness before a senatorial subcommittee?

Dr. REED. No, sir. I came before——

Senator BYRD. You have been a good witness.

Dr. REED. I came before Senator Pastore's committee one time requesting a psychiatrist to be placed on our Board. In conference there was a compromise, which turned out not to be satisfactory.

I requested the chief to replace the money in the following year. And I went before Senator Pastore's committee at that time, and the Senator said, "I see you are back again, Doctor."

I said, "Yes, sir; I am. I will be glad to come back time and time again only to get what I feel is a reasonable measure passed." And the second time the conference agreed.

Senator BYRD. Is this the first time you have been asked to testify on this subject?

Dr. REED. Chief Sutton—on this subject? Yes, sir. I was not asked before the House, sir.

Senator BYRD. Did the House make any effort to eliminate this item last year?

Dr. REED. No, sir.

Senator BYRD. Or in any previous years?

Dr. REED. No, sir.

Senator BYRD. This is the first time?

Dr. REED. This is the first time, sir. It is amazing.

Senator BYRD. Do you think there might be a repetition of it if we do restore the money this year?

Dr. REED. Senator, I hope not. I do not know legislative procedure. But I trust that the House will not do this again. I feel unless there should be a study that shows the present medical and surgical care is inadequate, improper and no good, and should be some other place, if a study of that kind is made and there is proper factual data to substantiate it, then I would presume the House has a perfect right to do so. But under our present setup I have no idea why the House would do this, and God forbid that they do it again.

Senator BYRD. Then you would have no objection to the type of study referred to by Commissioner Tobriner in his opening statement?

Dr. REED. Absolutely not, sir. I am willing to be investigated top to bottom.

CLINIC OPERATIONS PERFORMED

Senator BYRD. How many operations were performed at your clinic last year?

Dr. REED. May I say that only minor operations are performed, but there were 386 major operations performed in other hospitals.

Senator BYRD. Now, what percentage of your total caseload would you say is involved in the services that you give to the retired personnel?

Dr. REED. Sir, I would say it is a very small percentage, probably only about 3 percent, because so many of our retired men move to Florida or elsewhere.

TOUR OF CLINIC

Senator BYRD. Now, Dr. Reed, one day I happened to be down at the clinic.

Dr. REED. Yes, sir, and I appreciated it very much. You asked very pertinent questions.

Senator BYRD. And you had no advance notice that I was coming?

Dr. REED. No, sir.

Senator BYRD. And you had at the time in your clinic one of your retired personnel.

Dr. REED. Yes, sir.

Senator BYRD. A Negro?

Dr. REED. Yes, sir.

Senator BYRD. A very large man, if I remember.

Dr. REED. Yes, sir.

Senator BYRD. And one of the doctors was working on his neck.

Would you briefly state what was going on at that time?

Dr. REED. This was—I forget whether he was a fireman or policeman—but he was an officer, either a fireman or policeman—the Chief may recall—that had an accident off duty in an automobile. Because of that accident he had a cerebral injury, was completely paralyzed on one side.

Under the present retirement laws enacted by Congress—Brown is correct, he was a fireman—under the present retirement laws for policemen and firemen, this man was retired for a minimum of percent, 40 percent, I forget the number of years he served. Previous to the retirement act he would have received nothing.

Senator BYRD. Nor would he receive anything over in District of Columbia General Hospital, is that correct?

Dr. REED. That is correct, sir.

Now, that man has available to him medical and surgical services that can be received at our ambulatory clinic for whatever situation develops. At the time that you were there, sir, he had a large tumor in the center of his neck here. And Dr. Harrell, one of our surgeons, was attempting to remove it and fix it up for him.

It was under a minor local anesthetic. That man would have had no medical service whatsoever, sir.

Senator BYRD. He waited approximately 30 minutes. I know. I timed the wait that was involved, because he came up on the same elevator that I was on. And he waited approximately 30 minutes before he got on the table.

And the doctor was performing this minor operation.

How long would he likely have to wait over at District of Columbia General Hospital?

Dr. REED. I would hesitate to give you a fixed answer to that, but I can give you this fixed answer. I know that they have waited as long as 5 hours for an X-ray picture, not only that, we have waited 2 weeks for a report.

Now, if you send a man to District of Columbia General Hospital for an X-ray of a presumed broken arm and wait 2 weeks, he may have a marked deformity there so that we would have to take him in and break his arm all over again.

That is no way of doing things, we should have a report the next day, or even a verbal report within a couple of hours.

Senator MCGEE. This is no criticism of District of Columbia General as such, it is just that they are overcrowded?

Dr. REED. As the House stated, they are overloaded, outmoded, and inefficient, and they do not have the personnel.

Senator BYRD. How long would it require to have the X-ray done at the clinic?

Dr. REED. They could get an X-ray within 30 minutes.

Senator BYRD. And how many minutes would you have to wait to determine whether or not he had a fractured arm?

Dr. REED. So long as it took the film to develop, and we could get a wet reading in about 5 minutes.

Senator BYRD. And so if he had to go to District of Columbia General Hospital and wait 5 hours to get an X-ray and 2 weeks for a report, he would have to be taken off the beat for that time?

Dr. REED. I think that is an item that would have to be considered in any transfer from the present status. He would lose work, man-hours by this long delay.

Senator BYRD. He could not be put back on the street until this determination was made?

Dr. REED. Medically we couldn't take that chance.

Senator BYRD. So then there is a hidden saving involved in having this work done at the clinic?

Dr. REED. That is correct, sir. I had intended to come to that, but that is a fine question.

Senator BYRD. A saving which perhaps is a far greater saving than that to which you have already referred.

Dr. REED. Sir, would you like to go for 2 weeks with a possible broken arm? I wouldn't.

Nor would I like to wait 4 or 5 hours to get it X-rayed.

And, many times, Senator, we did use to send some of our X-ray work to District of Columbia General Hospital. We could send that because under a ruling of the Comptroller General of the United States we are able to get these done outside. First, there was the long waiting period to get to the X-ray; secondly, the long waiting period to get reports; thirdly, the uncleanliness of the situation in District of Columbia General Hospital. For instance, one of our men was sent over there for a gastrointestinal X-ray, especially what is known as the colon barium X-ray. There he was all denuded and waiting to get on the table. And there was another patient there, and through no fault of the patient he evacuated the whole contents of his bowels on the table. They did not have help, the attendant wiped it off with a sheet, and said, "Get on the table." And he refused to do it—not that he would get infection from that, but it is psychologically not nice to do it.

I wouldn't want to do it, or have a member of my family do it.

Senator McGee. That is a gross understatement.

Senator Byrd. How often do you give examinations for the firemen and policemen?

Dr. Reed. You mean for illness, sir? Daily, including Saturdays, Sundays, and holidays.

EXAMINATION PROCESS

Senator Byrd. Now, explain your examination process in connection with the employment of the firemen and policemen?

Dr. Reed. Delighted.

Every applicant to all departments receive a complete physical examination, including a urinalysis. Every applicant received a psychiatric screening, which we feel is of tremendous benefit in securing sound men. In the past year our psychiatrist has screened over 600 applicants for police and fire, and have rejected something like 84 on inadequate personality.

Now, if these men were not screened psychiatrically—the other doctors are not equipped to screen them psychiatrically—these men that I speak of that were rejected would be members on the force, and maybe in 1 year, 2 years, or 3 years, they might fall down on the job and be a tax burden to the citizenry.

So that they receive a complete physical examination, a complete psychiatric screening plus a urinalysis before they are admitted, plus other examinations that the police investigating department does on their own.

And we worked in close cooperation with the training division which has to do with the applicants.

Senator Byrd. Now, do these men receive an annual examination after they reach a certain age?

ANNUAL EXAMINATIONS

Dr. Reed. The new applicant receives a complete physical examination before he is permanently appointed at the end of a year. Annually, we examine all men who have reached the age of 40 or who will reach the age of 40 in any given year. Every year we examine all men who have reached the age of 47 in a given year, and all men who are

or who will reach the age of 55, are given a complete physical examination and urinalysis.

Senator BYRD. Have you finished your answer?

Dr. REED. I can only add to the question of examinations that we examine all men in all four departments who come up for promotion, complete physical examinations and evaluate them, we examine all men who come up for retirement.

Senator BYRD. Do you examine the District applicants for the Military Academies?

Dr. REED. We examine the District applicants for the three Academies, West Point, Annapolis, and the Air Force Academies. That isn't much work and occurs but once a year, but I would say we examine about 50.

But they are young fellows. And we submit a report to the Commissioner for their guidance.

TOTAL EXAMINATIONS

Senator BYRD. Would you state for the record the number of examinations that were given last year?

Dr. REED. I would have to furnish that, sir. I have not got that with me.

Senator BYRD. I think you should furnish that.

Dr. REED. I would be delighted to.

Senator MCGEE. This would be all types of examinations, not just the firemen, police and the Military Academies appointees? Are there other District personnel, for example?

EXAMINATION OF CIVILIAN EMPLOYEES

Dr. REED. Well, a good many years ago, Senator, about 1932 or 1933, the Health Department, which normally examines civilian employees for the District of Columbia government, was shorthanded. The Commissioners made a request of our Board, would we examine some of the civilian employees. We now examine every week 10 civilian employees per week for the Commissioners, and submit reports to the chiefs of the departments.

Senator MCGEE. You don't make house calls on that type of person?

Dr. REED. Oh, no. The only thing we do is make a physical examination and submit it to the division supervisor.

(The following was submitted later:)

Total physical examinations made fiscal year 1960 was 2,502.

Senator BYRD. Now, Dr. Reed, would these examinations be given over at District of Columbia General Hospital as regularly as they are given at the clinic?

Dr. REED. Well, sir, I can't answer that question, because I have no idea what the proposed setup would be if this work were transferred to District of Columbia General Hospital. I can only say that medically I would hope that they would be.

I think this is to the great advantage of our police department and our fire department to have these examinations made.

I do not know the pattern that the House Appropriations Committee had in mind when they said, "Go to District of Columbia General Hospital." I would presume that they would have to be made.

Senator BYRD. I would assume that the two physicians which they allowed would be expected to perform some of the examinations.

Would you have to pay the $6 outpatient rate?

Dr. REED. When we had X-rays taken over there, the police and fire departments were charged—I cannot give you the rate, sir, but they were charged for the X-rays that were done there. I, therefore, would assume or presume that the police and fire departments would be charged for any services that we received there.

You see, again, I don't know what the House Appropriations Committee had in mind when they simply said—directed the Commissioners to set up a plan for treatment at District of Columbia General. Maybe Commissioner Tobriner can explain that.

I don't know.

I can only say that they did charge us for X-ray services when they sent them there. And I would presume that is so and they must charge us again. And whether they would charge us the full rate that is permitted by Congress or whether they would give them a courtesy rate, I don't know, sir.

Senator BYRD. Now, if you have a policeman injured over in the northwest section, and he requires hospitalization, where does he go now?

Dr. REED. The nearest hospital. And that would be the Washington Hospital Center, where we make every attempt, Senator, to congregate our work, because we get very efficient service at the Washington Hospital Center.

Senator BYRD. So he presently goes to the nearest hospital?

Dr. REED. That is correct, sir.

Senator BYRD. If these services are transferred to District of Columbia General, where would that same policeman have to go?

Dr. REED. Sir, I can't answer that, because I do not know the plan that would be established. I would presume that he would be carried to the District of Columbia General if that is where they are going to be treated.

So, that if a man were injured in No. 8, let us say, out on Nebraska Avenue and Wisconsin, he would be carried in an ambulance clear across town to District of Columbia General, I presume.

VISIT TO CLINIC

Senator BYRD. As I stated a little while ago, I was down to visit your clinic. I interviewed 6 or 8 or 10 of the policemen and firemen who were there on that day. And with me was the administrative assistant of Senator Schoeppel, who was, at the time, attending an important committee meeting, and in every instance the person being interviewed stated that he would be greatly disappointed if these services were transferred away from the clinic. In practically all of the instances, if I recall, certainly in most of the instances, the persons being interrogated indicated that they accepted employment with this in mind as one of the fringe benefits, and that they very definitely would be sorry to see it taken away.

One of the individuals referred to it as an insurance policy.

And I think you were there at the time he made that statement.

Dr. REED. Yes, I was, Senator.

Senator BYRD. So I received a very definite impression from talking with the men that they would certainly not favor this transfer of services away from the clinic. In every instance the individual indicated that he felt he was receiving personalized attention here from a doctor who knew him, and who took a sympathetic and personal interest in his situation.

Is that not true?

Dr. REED. I think that is absolutely true, Senator. And I think you might even go one step further and recall that—I think you asked the question as to what responses did your wives get from the doctors when they called the doctors inquiring about their husbands. After all, the husband is a fairly important chap to the wife. And I think if you will recall that the men who were asked that question stated that they received prompt responses, that the doctors were courteous, and attempted in every fashion to explain the situation to allay the wives' worry and concern about their husbands' illness or injuries, et cetera. I think you will recall that, Senator.

Senator BYRD. That is correct.

Dr. REED. I think you will recall also that you accused me of priming these men. If I did, I did a very good priming job. But at the same time, sir, I think you will recall that I said, "Well, Senator, let's send downstairs in the firehouse for two chaps, just pick any two, and I will not voice a word until you begin to speak."

And I think you got a similar response from two unprimed individuals.

CLINIC COMPARED TO OTHER CITIES

Senator BYRD. Now, what type of service is given in other cities that is comparable with services given at the clinic for firemen and policemen?

Dr. REED. It varies with the cities, Senator, and with the population and with the philosophy of the approach to the policemen and firemen.

I know of one city, namely, Los Angeles—several years ago I had a very nice letter of introduction to the chief of police. I was very much interested in the medical and surgical service they received out there, and I was also very much interested in the training portion of the Police Department, and I spent 2 whole days in Los Angeles. And they are very close to what the men here receive.

In other cities it varies.

Certainly every city has an established group of doctors—or most of the cities—an established group of doctors looking after these men.

PATIENT COSTS

Senator BYRD. You stated that the cost per visit to the police and fire clinic is $2.91?

Dr. REED. Approximately, yes.

Senator BYRD. And that the House Appropriations Committee allowed $5 per visit to the District of Columbia General Hospital?

Dr. REED. That is in the testimony here, sir—I beg your pardon, sir, it is also contained on page 16 of the report that accompanies H.R. 8072.

Senator BYRD. And that is $2.09 per visit more?

Dr. REED. Yes, sir.

Senator BYRD. And how many visits did you say you have annually?

Dr. REED. During the fiscal year 1960 to 1961, 39,000 and some visits.

Senator BYRD. And with regard to the overall cost figure including outside medical care and hospitalization and X-rays, consultations, and so forth, at the clinic it is $7.07?

Dr. REED. That is correct, sir.

Senator BYRD. And at District of Columbia General it would be $50?

Dr. REED. Yes.

I saw some figures, Senator—I may have to alter that figure, although I am not sure—the District of Columbia General Hospital asked for $34, I think, per inpatient, and Congress granted them $30. And then there was an additional $5 per clinic; that would be $35, so I am off probably a little bit.

The way I arrived at the figure I did, sir, was to take the total workload as given, I think, by the Steinle committee of 228,000, and divide that into the annual appropriation of $12 million, which would give you somewhere in the neighborhood of $50 per patient.

(General statement, notes on medical and surgical care rendered Metropolitan Police Department, District of Columbia Fire Department, members of Park Police and White House Police, follow:)

GENERAL STATEMENT

PREFACE

I believe it is a well-recognized concept today that most police and fire departments should furnish a plan of medical and surgical care to their personnel. The hazardous work of policemen and firemen demands a reasonable degree of emergency and other care when these men become injured or ill.

Aside from the primary objectives of rendering surgical and medical care to the men in the departments, the services of these physicians are becoming invaluable in many other respects. Their role in the selection procedures of applicants is well recognized in most departments, periodic physical examinations, promotion physical examinations, retirement physical examinations, and examinations on many other occasions is becoming an integral part of the routine procedures in the police and fire departments.

The extent and physical setup of the medical division vary greatly over the country. This variation is due, in the main, to the size of the departments, to the population of the town or city served, and to the philosophy of the governing municipal authorities, toward the health of the men. Certainly, I believe it is safe to assume that the citizenry in our communities want and are entitled to physically and mentally healthy public servants and that their health be protected and preserved. To this extent a surgical and medical team of doctors, appreciative of the problems, sometimes peculiar to policemen and firemen, can render an invaluable service to the several departments and the community.

Conjoined efforts and mutual cooperation with the chiefs of the departments and governing municipal officials with their medical divisions will accrue to the benefit of all.

HISTORICAL BACKGROUND

A Board of Surgeons was first established July 28, 1862, a little less than a year after the founding of the present Metropolitan Police Department. This board of doctors was established to treat policemen.

In 1882, from reports contained in the annual report of the Fire Chief, medical and surgical care apparently became available to the firemen.

In 1902, it was provided by law that members of the U.S. Park Service, "shall receive free medical attendance the same as the Metropolitan Police of said District."

By act of Congress of September 1922, the White House Police force received the same privileges as the Metropolitan Police Department.

In short, our Metropolitan policemen have received medical and surgical care for 99 years; firemen, 79 years; Park Police, 59 years; and White House Police for 39 years.

In 1932 the present Police and Fire Clinic was opened. It occupies the third floor of the fire engine house at 1018 13th Street NW. It is an ambulatory clinic where all personnel, who are able to travel, are seen by physicians and surgeons, daily and Sundays including holidays. It is a fully equipped ambulatory clinic.

DOCTORS AND PROFESSIONAL ASSISTANTS

There are 10 doctors who render medical and surgical care to these men: 2 surgeons; 6 medical doctors; 1 nose and throat specialist (who also does the allergy work); and 1 psychiatrist, who also does neurology. This group of doctors are known as the Board of Police and Fire Surgeons.

Two of these doctors, the Chairman of the Board and Vice Chairman (Chief Surgeon) serve on a full-pay basis, the other eight on an 80-percent basis (Government workday). They are on call 24 hours a day.

There is one full-time laboratory technician and one full-time graduate registered nurse.

DUTIES AND WORKLOAD

Medical and surgical services are rendered by the Board of Police and Fire Surgeons at the outpatient clinic daily, including Sundays and holidays.

Any member entitled to treatment who is unable to come to the ambulatory clinic will receive care at his home until able to come to the clinic.

All members of the Departments receive medical and surgical treatment for any condition, whether incurred in the performance of duty or not in the performance of duty, at the clinic or at home, by the Board of Police and Fire Surgeons without cost to the man.

When members of the Departments need hospital care for any conditions construed by members of the Board of Police and Fire Surgeons to be the result of the performance of duty or aggravated by the performance of duty, expenses incurred thereby are properly chargeable to the District of Columbia government.

Diagnostic services, tests, consultations, etc., necessary to arrive at a proper diagnosis are chargeable to the District of Columbia government. This is in accordance with Comptroller of the United States ruling. Once a complete diagnosis is made and the condition is determined not to be attributable to the actual discharge of duty, and further services are necessary other than can be rendered by the Board of Police and Fire Surgeons, expenses for these further services must be borne by the individual. If the condition is shown by right of the diagnosis to be the result of the performance of duty or aggravated thereby, as is done in all compensation work, then expenses incurred thereafter are chargeable to the District of Columbia government.

ADDITIONAL PERFORMANCES OF THE BOARD OF POLICE AND FIRE SURGEONS

1. Annual weight reduction program;
2. Annual physical examinations of all men who reach the age of 40, 47, and 55 years. This includes a complete physical examination, blood studies, urinalysis, and an electrocardiogram. Any defects found are told the individual and he reports for correction thereof to his district doctor.
3. Examination of all applicants;
4. Examination of all men who are up for promotion;
5. Examination for retirement.
   (*a*) Members of the U.S. Secret Service who apply for disability retirement are examined by this board.
6. Examination of all men going on military leave and who return therefrom.
7. Examinations annually of the Commissioners' applicants to the military academies; namely, West Point, Naval Academy, and the Air Force Academy.
8. Conduct other preventive health programs as—
   (*a*) Poliomyelitis injections.
   (*b*) Influenza.
   (*c*) Tetanus antitoxin program.
   (*d*) Allergy program.
   (*e*) Diabetic screening program.
   (*f*) Publication of summer health hints.

9. Physical examinations to all men at the end of their first year-probationary year for promotion.
10. Complete psychiatric screening of all new applicants to the departments.
11. Examination of all enlisted personnel who have been retired are examined every two years until they reach the age of 55 years.
12. Individual members testify before Retiring and Relief Board when members seek retirement on disability.
13. Individual members testify before trial boards.
14. Attendance at all 3-, 4-, and 5-alarm fires. One member covers this work.

A complete detailed study of the medical and surgical care is given in a pamphlet titled "Medical and Surgical Care for Policemen and Firemen," publication of which was made possible by the gracious help of the Policemen's Association of the District of Columbia.

Also, our most recent annual medical report will serve to give some concept of the actual medical and surgical problems involved.

In addition to the above work the laboratory technician and the nurse for the fiscal year ending June 30, 1960, performed the following tests, etc.:

Different laboratory test	27,624
Injections	10,707
Diathermy treatments	2,011
Hydrotherapy treatments	860
Audiograms	147
Electrocardiograms	827
Radium treatments	116

The psychiatrist on the board screened a total of 699 applicants and rendered 511 treatments or visits by personnel.

PRESENT PROBLEM

H.R. 8072 (appropriations bill for the government of the District of Columbia) deleted $241,000 for the medical and surgical care of the Metropolitan policemen, District of Columbia firemen, White House policemen, and park policemen.

This deletion comes under the item "Public Safety." (See p. 4, H.R. 8072) and is not shown specifically in the bill. However, in the report to accompany H.R. 8072 on pages 5 and 6 under the Fire Department budget, the deletion of these sums is spelled out.

In addition the House Appropriations Committee made the following statement: "However, the Commissioners are directed to abolish the part-time positions now utilized by the Board and to make proper arrangements to provide such medical and surgical services as are deemed necessary for the present clientele of the Board at District of Columbia General Hospital within the funds approved for the hospital."

It is requested that the Senate Appropriations Committee for the District of Columbia restore the sum of $241,000 to continue the present arrangements for care of the policemen and firemen and that this care shall not be transferred to the District of Columbia General Hospital.

REASONS FOR THE REQUEST FOR THE RESTORATIONS OF THESE MONEYS AND FOR THE MEDICAL AND SURGICAL CARE REMAIN IN A STATUS QUO

1. One would immediately feel that the Congress intended to save moneys by this action. Attention is called to the following data:

(*a*) Cost per clinic visit under present arrangements, $2.91 per patient.

(*b*) Overall cost per individual including hospitalization, outside assistance, X-ray, etc., under present arrangements, $7.07 per patient.

(*c*) District of Columbia General asked for $6 per clinic visit and the House Appropriations Committee allowed $5 per visit, a difference of $2.09 in cost.

(*d*) The House Appropriations Committee allowed $12,500,000 for District of Columbia General Hospital as the overall cost of operating their facilities and with an estimated overall workload of 228,000 patients this would mean approximately $50 per patient care.

Hence there would be no savings but a more costly performance.

2. The next consideration would be better facilities or better medical and surgical care. In the report accompanying H.R. 8072 the committee states that

the increased workload of rendering medical and surgical care shall be within the budget set forth without increase and yet on page 16 they deleted from the District of Columbia General Hospital present budget $12 million and stated "even though relief will be provided to the present facilities that are overcrowded, outmoded, and inefficient—convinced the committee to defer this item ($12 million) to a more auspicious time in the District's financial cycle."

Hence the committee (House Appropriations) recognized that District of Columbia General is overcrowded, outmoded, and inefficient they increase the workload by approximately 33⅓ percent in adding the care of police and firemen.

3. A very definite morale problem is involved in transferring this care to the District of Columbia General Hospital. In short the men themselves do not want this. Their wives would be deeply concerned and as well as their children. This is evidenced by the words of the Policemen's Association, the Legion Post of Police and Firemen, and the Firemen's local.

4. General comparison of services under the two arrangements:

(*a*) At present experienced doctors render medical and surgical care. Physicians and surgeons in whom the men know and have confidence have been in existence a long time with continuity of patient-physician relationship.

(*b*) 80 percent of the doctors on the Board of Police and Fire Surgeons hold either teaching positions in the several medical schools in the District of Columbia or have staff assignments on one or more of the hospitals in Washington.

(*c*) At District of Columbia General Hospital the men would come under the care, in the main, of interns and house officers who are in training. In addition to this there is a rapid and constant turnover in the staff of interns and residents and there would be no patient-physician relationship if the transfer takes place.

5. The next question arises is District of Columbia General Hospital ready and able to handle the problems of the medical and surgical care of the policemen and firemen? From observations and statements issued it must be presumed that they cannot do this job.

(*a*) Dr. Finucane, the health officer who has charge of District of Columbia General Hospital, publicly in the press says that it cannot be done.

(*b*) The House Appropriations Committee states District of Columbia General Hospital is already "overcrowded, outmoded, and inefficient" and cuts back on requested budget and still recommends an increase in workload of approximately 33⅓ percent.

(*c*) Is District of Columbia General Hospital ready to add to its laboratory load without increase in moneys and personnel?

(*d*) Is District of Columbia General Hospital ready to render physiotherapy treatments now provided without increase in moneys and personnel?

(*e*) Is District of Columbia General Hospital able to handle all preventive health programs without increase in moneys and personnel?

(*f*) Is District of Columbia General Hospital ready to handle home calls without additional moneys and personnel?

(*g*) Is District of Columbia General Hospital ready to provide physicians to attend all three-, four-, and five-alarm fire calls, without increase in moneys and personnel?

(*h*) Is District of Columbia General Hospital ready to supply physicians to testify before various groups as at present without additional moneys and personnel?

(*i*) Is District of Columbia General Hospital ready to handle an additional 386 operations without additional moneys and personnel?

(*k*) Does District of Columbia General Hospital have the space to handle an additional 39,000 visits in their outpatient department without undue delay in seeing the doctors?

(*l*) Is District of Columbia General Hospital ready to make 2,503 complete examinations on new applicants annually without increase in moneys and personnel?

(*m*) In certain seriously wounded and injured police and firemen while on duty, it has been found necessary and deemed medically advisable to put special nurses on the case. I understand there are no special nurses provided for patients in serious condition at District of Columbia General Hospital.

(*n*) All hospitals now have what is known as intensive patient care in critically ill individuals. It is my understanding that such service does not exist at District of Columbia General Hospital.

(*o*) It is my understanding that, in the main, patients are in large open wards and very few two-bed or single-bed rooms are available. At present our men are placed in two-bed wards and care taken to select the proper occupants and occasionally private rooms are needed.

(*p*) Our past experience with some of the services at District of Columbia General Hospital have been to say the least very disappointing (X-ray, etc.). Our men have had to wait as long as 5 hours to get an X-ray resulting in a tremendous manpower loss.

Other experiences:

(*q*) One item which is of concern to the personnel of the departments and it concerns public knowledge of the medical records of the individual. In a charity city hospital medical diseases, etc., become public knowledge as the press are constantly on the alert. In our present established clinic these records are privileged data.

6. With the present existing services there is a very close liaison with the chiefs of the several departments when they need questions answered concerning the illness and injuries of the men under them. This has been worked out over the years and been most helpful to the department chiefs and the doctors. In the city hospital who would respond in like manner?

7. Published reports concerning District of Columbia General Hospital (refer to Washington Post of May 10, 1961) when a hospital consultant reviewing District of Columbia General made several statements concerning the hospital (1) "dangerously overcrowded, lacking in essential safety factors", (2) "about as bad as anything I've seen anywhere," and (3) "people are dying because of what we have failed to do." Would we want the protectors of the law, of our property and our lives, to receive such care?

8. Supported in the concept of maintaining the present medical facilities for our police and firemen is the local profession who have gone on record twice in recent years to this effect. Only in the past week or so they have taken such action in learning of the House Appropriations Committee action in recommending transfer to District of Columbia General Hospital.

9. The medical and surgical care now received is a fringe benefit and presented to applicants as an inducement to apply for the position. Last fall five teams of recruiting officers were sent out to West Virginia, Pennsylvania, New York, Ohio, and Massachusetts in a recruitment drive. For the first time there is a 2,000 residue of applications to our Police Department at the Civil Service Commission. The medical and surgical benefits were presented as a fringe benefit and any number of our present personnel consider these services as insurance and played a great part in their applying for the positions in the District of Columbia.

10. I think one must keep in mind that District of Columbia General Hospital is a charity hospital, and truly Congress has seen fit therefore to offer services other than provided for charity cases. After all, police and firemen are not charity cases. Classification as such is not befitting these fine public servants who risk their lives daily in behalf of the citizens.

11. The present service rendered has proved efficient with experienced doctors, less costly, acceptable to the men in service, and of long standing. Why change to a service unproven?

12. Could one consider it to be a moral obligation to these men to continue this service which has been approved for nearly 100 years and by precedent established and accepted by the men, by officials of the departments, and by the citizens of the area served, and by our Congress as well?

13. There has been established a dental diagnostic service with little cost to the District of Columbia government except the cost of films. A service equal to none in the city.

POLICEMEN'S ASSOCIATION OF THE DISTRICT OF COLUMBIA

STATEMENT OF JOHN L. SULLIVAN, PRESIDENT

GENERAL STATEMENT

Senator BYRD. Mr. John L. Sullivan, president of the Policemen's Association, District of Columbia.

What is your position, Mr. Sullivan, in this matter?

Mr. SULLIVAN. Mr. Chairman, the association's position is that the enactment of H.R. 8072 fails to provide these funds that we have been talking about. And I have a brief statement, if I may, and I would like to read it to the committee. I will not go into the 25 points, I will leave that for the record.

Senator BYRD. We will be glad to have your statement printed in the record, if you would be satisfied with that, and you could possibly highlight some of it.

Mr. SULLIVAN. I would be happy to do that, Mr. Chairman.

MORALE PROBLEM

I was listening to the morale question, No. 1. I think it is well established that the cost would be greater regardless of whose budget it is under, whether it would be District of Columbia General or the Fire Department or the Police Department. But as to the morale situation, I think it would throw us back to about 10 years ago when we were confronted with an investigation of our Department in which everybody from the rank of sergeant up had to fill out a questionnaire.

None of us minded filling it out, because we had nothing to hide, but it was the embarrassment of having to answer these many questions. The same thing prevails here today. If we do away with this clinic, which I feel was a binding contract between the District government and the members who accepted this job, certainly those on the retirement list that could retire will leave.

RETIREMENT PLAN

Now, we have a splendid retirement setup where we have the 10-year incentive plan, as you will recall, after you have served 20 years and you become 50 you can go out at 40, and we have it at 10 years where you can continue on with 3 percent a year not to exceed 70 percent. I feel greatly that many of our members, if this clinic is given up, will accept retirement on a voluntary basis and go into other employment.

We are not in competition with other police departments, but rather we are in competition with the Federal Government. Even the Federal Government has certain hospital care programs such as contracts with hospitals that are far better than the District of Columbia General where our men and women would have to go as indigent patients. And I think that we would find ourselves once again short of the manpower authorized by the Congress and the Senate.

I can't stress too much the point that we urge you gentlemen to put it back into the budget and give us back this clinic.

As I said, I, for one, feel, and I am sure our members feel, that this is part of the contract.

When I came to the Police Department, Senator, I came at $1,900 a year.

Senator BYRD. For the record, what is your rating at this time?

Mr. SULLIVAN. I am an inspector in the Police Department. The salary is $10,213 a year.

Senator BYRD. And you are president of the Policemen's Association of the District of Columbia?

Mr. SULLIVAN. I am; yes, sir.

Senator BYRD. How long have you been with the Police Department?

Mr. SULLIVAN. Almost 21 years.

Senator BYRD. Does that complete your oral presentation?

Mr. SULLIVAN. Yes, sir.

Senator BYRD. The committee will have your statement inserted in the record, Inspector Sullivan.

(The statement referred to follows:)

STATEMENT OF JOHN L. SULLIVAN, PRESIDENT, POLICEMEN'S ASSOCIATION OF THE DISTRICT OF COLUMBIA

Mr. Chairman, my name is John L. Sullivan, president of the Policemen's Association of the District of Columbia.

The enactment of H.R. 8072 failed to provide the necessary funds for the operation of our police and fire clinic; instead, it recommends that District of Columbia General Hospital take over the duties of our clinic. However, the committee did authorize $25,000 in order that the District of Columbia Commissioners could provide two full-time doctors. It is questionable that doctors of skill and recognized reputation could be obtained at this figure.

The Metropolitan Police Department was authorized by an act of Congress on August 6, 1861.

The first serious accident to a member of the force befell one Policeman Andrews in July 1862, when he was shot. Because no doctor could be obtained to treat Andrews for his gunshot wound, this, and other cases, induced the authorities to arrange for a Board of Surgeons. This Board was appointed July 28, 1862, and consisted of three doctors.

For 99 years our police clinic has been part and parcel of the police organization; it has been a vital selling point in recruitment of men into the Department. The members of the clinic have personal knowledge of the men they treat and have rendered an outstanding service to members of this Department and other government agencies in their 99 years of existence. To remove this clinic and deprive the members of our association of this splendid service, and to say to them, "You are to get treatment from District of Columbia General Hospital," which is already overcrowded and understaffed, and to put us on a par with the indigent of the city, is certainly a tremendous step backward.

As to the cost—it can only be higher and more expensive. What difference does it make if the appropriation is under the Fire Department budget, the Police Department budget, or any other budget; the cost will still be there and chargeable to the District of Columbia. We of the association feel that when we accepted the job as a police officer, this 99-year-old clinical service was an integral part of the contract between the District of Columbia and each of us as an individual.

We sincerely hope that the Members of the Senate will recommend that this appropriation be restored, and that our good friends on the Appropriations Committee accept this amendment because we, the association, cannot help but feel that this was done, not from a sense of indifference as to the results, or a lack of appreciation of the efforts of the Police and Fire Departments to render the community the best possible service, and certainly not with the intention of ignoring the long and valuable work of the clinic, but rather without the knowledge of many points which are of serious concern to members of the Policemen's Association and which I would like to submit for the record.

We are extremely apreciative of your consideration in permitting us to express our views here today.

1. Refer to article in Washington Post of May 10, 1961: A hospital survey made by Mr. Steinle, hospital consultant, investigating the District of Columbia General Hospital stated: "About as bad as anything I have seen anywhere."

Further, he states, "People are dying because of what we have failed to do because of lack of appropriations."

2. The Appropriations Committee of the District of Columbia, during the reorganization period, went on record as stating there should be no change in the status of the Board of Police and Fire Surgeons.

3. Home service: House calls to policemen in town as well as Maryland and Virginia—Will District of Columbia General Hospital be available for such services?

4. The workload of District of Columbia General Hospital last year was 120,000 visits in the outpatient department. Is the District of Columbia General Hospital prepared to take on the additional 40,000 outpatient vists handled by the clinic last year; in other words, are they in a position to increase the load on their hosiptal 33⅓ percent?

5. Space to handle the police and fire physicals?

6. Will they be able to conduct the annual weight reduction program?

7. Will they be able to examine annually all the personnel who have reached the age of 40, 47 and 55 years?

8. Will the laboratory be able to handle the vast number of tests that are done?

9. Do they have an intensive ward care program?

10. Would private nurses be available for the severly sick and injured individuals?

11. The general bed service is in very large wards and very few two-bed rooms are available.

12. The chiefs of service, who are supposedly full-time men, and do outside work. Would their services be available in time of emergency?

13. Congress thinks in terms of cost—Let us look at the cost of visits to the clinic. Our cost per visit at the clinic is $3.65 compared to a request of $6 for District of Columbia General Hosiptal, and this bill allows for $5, showing that our cost is $1.35 less than that appropriated for the District of Columbia General Hosptial outpatient cost.

The overall cost of inside and outside visits ran $7.07 per individual. District of Columbia General's inside and outside patients were 228,000, and under their $12,500,000 appropriation, this would add up to $50 per patient. These figures are based on the overall cost of operation of both the clinic and the District of Columbia General Hospital.

From 1951 to 1961 the cost of operating our clinic increased 2½ times; District of Columbia cost for the same period increased four times.

14. The figures that I have on hand show that, per patient, at District of Columbia General, the cost is between $88 and $110 per patient. The overall cost of the men in the police and fire clinic runs approximately $65 to $75.

15. Experience with District of Columbia General Hospital services: There are long waiting periods for the men to see the doctors, such as in the X-ray department. Some men have waited as long as 4 hours to obtain an X-ray. This is tremendous manpower hours loss of their services.

16. Delay of reports from District of Columbia General Hospital: It has taken as long as 10 days to 2 weeks to ascertain whether a man had a broken arm or not.

17. The men would be treated by interns and residents, and not experienced physicians. They would have to examine all applicants and retirees.

18. In a recent recruiting drive for applicants to the District of Columbia Police Department, the fringe benefits, such as the retirement, pay, and medical benefits, were used to secure applicants. Would we not be working under false pretenses now if the clinic and medical services were discontinued?

19. Would the District of Columbia General Hospital be ready to establish certain special medical service such as prophylaxis against polio, tetanus, and smallpox?

20. The doctors at present are either all on teaching staffs of university medical schools, or on the staffs of the hospitals. Approximately 80 percent of the doctors on the Board work in this capacity, which means that they are thoroughly experienced physicians and surgeons, whereas the men would be turned over to interns for treatment at District of Columbia General Hospital.

21. During the past year, there have been 386 surgical operations performed by the present personnel of the Board of Surgeons—and this would be an added load to District of Columbia General Hospital.

22. We must keep in mind that District of Columbia General Hospital is a city hospital whose activities are devoted to the care of the indigent. Would our firemen and policemen resent being placed in this group?

23. Public building construction program: Major estimate was for $14,063,000 for the Health Department; $11,940,000 which had been estimated for the consolidation of three main buildings of District of Columbia General Hospital, was denied. The report of the Appropriations Committees stated that, "The committee was rather reluctant to delete the consolidation project but in view of the District's limited finances, the cost of approximately $12 million which will result in additional capacity of only about 195 beds—even though relief will be provided to the present facilities that are overcrowded, outmoded and inefficient * * *."

25. The elimination of our clinic would be most demoralizing to the force and would make many seek retirement thus depleting our force, as well as to make it most difficult to recruit new members.

Medical Services

STATEMENT OF MAJOR STOVER, WHITE HOUSE POLICE

General Statement

Senator Byrd. Now, let's hear from Major Stover, of the White House Police.

Major Stover. Thank you, Mr. Chairman.

I would like to concur in all the statements of Dr. Reed and also Inspector Sullivan, and point out a couple of additional facts, if I may.

We have fixed posts at the White House that we must occupy, and assigned duties, we can't shun our post, and one thing and another. I have men who report to duty at 7:30 in the morning and then report up to the clinic at 10 o'clock, and by noon of the same day they are back to duty.

At the District of Columbia General Hospital this would be strictly impossible, they would be waiting around in waiting rooms, and it would actually require an increase of personnel on the White House Police.

The clinic has been able to hold our sick leave down to about nine men a year on sick leave, and that means on the average of about four men a day. I think it is very remarkable, and we have had wonderful service from the clinic.

Morale Factor

As far as the morale factor goes, if the clinic is done away with, I am sure that I am going to lose some of my best men, because it is the fringe benefits, not only the salary but the fringe benefits, that hold a good many of these officers with the Department.

Senator Byrd. How many men do you represent in speaking here today?

Major Stover. 162.

Senator Byrd. And how long have you been in the service?

Major Stover. Twenty-five years I have been in the Department.

Senator Byrd. Does that complete your statement?

Major Stover. Yes, sir.

Senator Byrd. Chief Murray, do you have anything to add?

POLICE AND FIREMEN'S CLINIC

STATEMENT OF MAJ. ROBERT V. MURRAY, CHIEF, METROPOLITAN POLICE DEPARTMENT; ACCOMPANIED BY CAPT. JERRY V. WILSON, ASSISTANT CHIEF CLERK

GENERAL STATEMENT

Mr. MURRAY. Mr. Chairman, I have a brief statement covering the clinic and a couple of other matters. Do you want me to put the statement in the record?

Senator BYRD. We would like just to cover the clinic at this point.

Mr. MURRAY. I have listened to the testimony of Dr. Reed, in fact I asked you if you would hear him at these hearings. And I agree with all he has said.

I am completing 31 years in the Police Department this month. And I know that medical service is a great inducement to getting men into the Police Department. I am sure it applies to the firemen, too.

RECRUITMENT TEAMS

Back last year we had 180 vacant positions in the Police Department, and it was mentioned about recruiting teams that we sent out into the field. Whereas we were getting 300 applications a month before we sent those teams out, we began getting 1,200 applications a month.

Now, I think that medical and surgical benefits play a great part in recruiting people. People that come in to the Police and Fire Departments wants to know that if they are injured they will get the best in medical treatment. I think we should have the best. When this information came out about the possibility of clinic being disbanded and taken away and put under District of Columbia General Hospital—I don't know of anything else since I have been in the Police Department that shook the men up as much as that did—I mean it was destructive to morale.

I don't think it should be transferred. I think that it is operating very well as it is now, and I hope that it is kept where it is.

Senator BYRD. I think these are all very fine statements.

POSITIONS

There will be four full-time positions involved and four part-time positions involved.

Dr. REED. Four full-time and eight part-time.

Senator BYRD. In the $103,000 item?

Dr. REED. Yes, sir.

Senator BYRD. They are presently being employed at this time?

Dr. REED. Yes, sir.

Senator BYRD. These are not new positions?

Dr. REED. Absolutely not.

Senator BYRD. Now, on page 36 of the justification——

Dr. REED. Senator, did you say positions or physicians?

Senator BYRD. Positions.

Dr. REED. I am sorry. May I correct my statement? There are four full-time positions. There are two full-time physicians and eight part-time physicians. But there are four full-time positions in addition to the two full-time physicians.

Senator BYRD. Isn't this a pretty high figure, $16,596 for eight part-time medical officers?

Dr. REED. They are in the category of 80 percent part-time, and actually with their 24-hour duty, their duty on Saturdays, Sundays, holidays, et cetera, I feel that they are covered, and we have justified this on innumerable occasions before various groups, commissioners, et cetera.

And I might, as indicated—that grade 13 is fairly low for a physician.

SICK REPORTS TO CLINIC

Senator BYRD. Now, Chief Murray, if you have an individual who is on sick leave, he reports to the clinic, does he not?

Mr. MURRAY. If he is able to, yes, sir. If he is not, then the doctor goes out to see him.

Senator BYRD. What would be the situation if this transaction is completed as the House has envisioned it?

Mr. MURRAY. I don't know what their plans would be, Mr. Chairman.

Senator BYRD. He would still have to go to the hospital?

Mr. MURRAY. He would have to go over there, as far as I know.

Senator BYRD. He would have to report in as he has to report to the clinic?

Mr. MURRAY. Yes, sir.

Senator BYRD. Could he do that as quickly as he could do it at the clinic?

Mr. MURRAY. I would think not. I think that the clinic is centrally located, and I think there are more policemen that live up in the Northwest section of the town than live in the Southeast.

Senator BYRD. So this is an additional convenience to the Department, the Fire Department and the men?

Mr. MURRAY. Yes, sir.

Senator BYRD. All right. I think we have just about covered the field.

Dr. Reed, you did a good job.

And, gentlemen, we appreciate your appearing before us.

Dr. REED. Thank you very much, sir.

Senator BYRD. Chief Murray, we will want you a little later. So we will keep you here.

Senator Schoeppel, we are still on the police and fire item, we have completed our interrogation, and I thought perhaps you might have an additional question before we leave that item.

INSURANCE OR MEDICAL COVERAGE

Senator SCHOEPPEL. I would like to ask somebody this question. If you treat someone at the clinic who has insurance or medical coverage, is there an attempt made to obtain reimbursement from the insurance company?

Dr. REED. No sir. If it is in the line of duty, there is no attempt. If he goes into a hospital, then the insurance covers him, if it is not in the line of duty.

But by act of Congress these men receive care regardless of insurance if the condition is the result of ——

Senator SCHOPPEL. And the clinic is not in a position or does then not attempt to recoup from the insurance company?

Dr. REED. No, sir.

Senator SCHOEPPEL. The reason I asked that question is because I have been asked whether that is the case, and if not why some arrangement was not worked out.

Dr. REED. I don't believe that the Government insurance, for instance, would pay for that service.

Senator SCHOEPPEL. Thank you very much. But I do think this should be investigated.

Senator BYRD. Before we leave this item, with the permission of the committee, I will include in the hearings a resolution sent to me by Mr. Joseph W. Weeda, attorney at law, Washington, D.C., supporting the continuation of services presently being rendered at the police and fire clinic.

(The resolution referred to follows:)

RESOLUTION

Whereas the Washington Police and Fire Post No. 29, American Legion, Department of the District of Columbia, is an American Legion post whose membership consists of members of the police and fire departments of the District of Columbia government; and

Whereas for many years there has been set up in the District of Columbia government a Board of Police and Fire Surgeons who treat and give medical care and attention to members of the police department, fire department, White House Police and Park Police and retired members thereof; and

Whereas it is the opinion of the members of this post that the Board of Surgeons has given fine and able medical service and its members are doctors of the highest character and reputation; and

Whereas the District of Columbia Appropriations Committee of the House of Representatives has recommended the termination of funds for the operation of the Board of Surgeons, and have recommended that those entitled to medical attention be hereafter required to receive medical attention at a local hospital not equipped to render the medical care and attention heretofore rendered by the Board of Surgeons; and

Whereas this change, recommended by the District of Columbia House Appropriations Committee, would seriously affect the morale of the departments involved: Therefore it is hereby

Resolved, That this post goes on record as strongly opposed to the termination of funds in the District of Columbia House appropriations bill for medical and surgical care of police and firemen; and be it further

Resolved, That the District of Columbia Department of the American Legion, go on record as being similarly opposed, and that a copy of this resolution be forwarded to Senator Robert C. Byrd, chairman, Senate Appropriations Committee for the District of Columbia, strongly urging the replacement of the terminated funds for the Board of Surgeons, legislated by the House Appropriations Committee.

J. SHALLCROSS, Jr.,
Adjutant.
PATRICK O'HARA,
Commander.

RESTORATION OF 51 POLICE POSITIONS

Senator BYRD. Now, we might ask those persons in the Department of Licenses and Inspections to indulge our proceeding with the Metropolitan Police Department at this time.

Mr. Murray, we will begin with the statement you have ready for us.

As I understand it, you were authorized 135 positions in 1961. You had 118 positions recommended in the budget this year. The House allowed 63 positions. And you are now asking for a restoration of 55.

Mr. MURRAY. Yes, sir.

Senator BYRD. You may proceed.

Mr. MURRAY. We are asking for the restoration of 51 police positions.

Senator BYRD. A total of 55 positions in your department?

Mr. MURRAY. Yes, sir.

Senator BYRD. In all about $37,825 is for personal services, right?

Mr. MURRAY. Yes, sir.

Senator Byrd, do you want me to put this into the record now?

Senator BYRD. Well, it seems to be pretty short. If you would like, you may read it.

Mr. MURRAY. All right, sir.

This Department is requesting restoration of the $390,000 disallowed by the House subcommittee in reporting on our appropriation estimates for 1962. The justifications submitted to your subcommittee explain in detail the need and proposed application for that amount; however, in this opening statement, I do want to emphasize two major points.

RECRUITING PROGRAM

First, in connection with the request for restoration of 51 police positions to bring the force to an authorized strength of 2,824, I want to stress the facts that our recruiting drive last fall into areas of substantial labor surplus has proven highly successful, that since the middle of May this department has operated at substantially full authorized strength, and that the Civil Service Commission now has approximately 500 names of applicants on the register of eligibles for appointment and has about 2,300 other applicants in various stages of the certification process. This Department now stands capable and ready to fill all police positions authorized for the fiscal year 1962.

Now, the second part of the statement, Mr. Chairman, deals with the clinic, which we have already gone into.

(The statement referred to follows:)

STATEMENT OF ROBERT V. MURRAY, CHIEF OF POLICE

This Department is requesting restoration of the $390,000 disallowed by the House subcommittee in reporting on our appropriation estimates for 1962. The justifications submitted to your subcommittee explain in detail the need and proposed application for that amount; however, in this opening statement, I do want to emphasize two major points.

First, in connection with the request for restoration of 51 police positions to bring the force to an authorized strength of 2,824, I want to stress the facts that our recruiting drive last fall into areas of substantial labor surplus has proven highly successful, that since the middle of May this Department has operated at substantially full authorized strength, and that the Civil Service Commission now has approximately 500 names of applicants on the register of eligibles for appointment and has about 2,300 other applicants in various stages

of the certification process. This Department now stands capable and ready to fill all police positions authorized for the fiscal year 1962.

Secondly, with regard to the Police and Fire Clinic and the expense of medical and hospital services for policemen injured in the performance of duty, I want to emphasize the important contribution that medical care and supervision makes to the efficiency of the force. Despite the large number of injuries and the damage to overall health done by long hours, changing tours of duty, and exposure to weather in police work, our rate of sick leave averages only 13 days per man per year. An increase of only 1 day in the average number of days sick leave taken by policemen and firemen would be more expensive in cost of salaries lost than the total $103,000 required for operation of the Police and Fire Clinic. And yet, even assuming that General Hospital can provide staff and facility for these essential medical and hospital services, the reductions recommended by the House in Police Department and Fire Department funds will in effect be a transfer of functions and expense to General Hospital and will not accomplish any savings for the District.

In addition to those two major programs, I believe that the other requests for restorations presented in this submission to the Senate subcommittee are fully justified and will prove of benefit to the District of Columbia.

CRIME STUDY

Senator BYRD. You have included in this request $5,000 for a crime study in the District of Columbia?

Mr. MURRAY. Yes, sir.

Senator BYRD. Now, Chief Murray, what is expected to result from this crime study? Haven't there been enough crime studies already? Why do we need another?

Mr. MURRAY. Well, Commissioner McLaughlin was chairman of the Board of Commissioners, and he suggested such a crime study about 2 years ago. He wanted to take each felony arrest and go right through from the time of arrest through the charge, the trial, sentence, if any, probation, parole, and run through the cases for 1 year, the felony cases for 1 year.

Well, it was not allowed. It was talked over by the House Appropriations Committee, but it never did get into appropriations.

Then the present President of the Board, Mr. Tobriner, went along with the idea that we would ask for such a study. We did ask for it before the House Appropriations Committee, but they did not allow it.

Now, the purpose was to have a complete report on each felony arrest for 1 year.

Senator BYRD. Is this the same item, Mr. Tobriner, that was requested in the course of our supplemental hearings earlier this year?

COURT HANDLING OF CONVICTED CRIMINALS

Mr. TOBRINER. I think it was, sir. As I understand it, Mr. Chairman, this study would concentrate on the court handling of convicted criminals rather than the university study which would emphasize the sociological and economic background of crime.

Senator BYRD. Mr. Tobriner, hasn't there been a good deal of criticism generally voiced concerning the handling of these cases by the court in the District of Columbia?

Mr. TOBRINER. I have heard some criticism.

Senator BYRD. So it would be the purpose of this study, I suppose, to follow these cases from the beginning to the end.

Mr. TOBRINER. Through the courts, yes.

Senator BYRD. Through the courts—to see whether or not there are any areas of laxness and weakness.

Mr. TOBRINER. Whether there is any relation, among other things, to the type of sentence to the repetition of criminal behavior.

Senator BYRD. I notice in the House hearings, Chief Murray, particularly when you were appearing there, that members of the committee continually voiced concern about the handling of these cases. And upon certainly more than one instance I remember that Congressman Natcher, I believe, expressed grave concern with regard to the handling of the cases in the courts.

Mr. MURRAY. Yes. But as I mentioned over there, I prefer not to comment on what happens when they get in court. All we can do is arrest them, take them to court, and hope that justice will be done.

Senator BYRD. Then, as I understand it, the $5,000 would be utilized to conduct a study of the very matters about which House Members voiced concern?

Mr. MURRAY. Yes. I did tell Mr. Natcher that—he had just spoken a short time before, during the same hearings there. I think this study is not to be centered on the courts, but on arrests, on charges, on the grand jury action, on trials in court, sentences, whether he might get probation or parole—the whole thing would be there in one report on each case.

Senator BYRD. I am a little surprised that the House did not provide the money after expressing concern.

Mr. Tobriner, are you still in favor of this item?

Mr. TOBRINER. Yes, I am.

Senator BYRD. I believe that earlier this year when the matter was before this subcommittee the chairman of the Legislative Committee of the House, Representative McMillan expressed interest in this item. He favored its inclusion.

Mr. TOBRINER. That is correct. Mr. McMillan.

STUDY PROCEDURE

Senator BYRD. Now, would this study be done by some individual or by some group qualified to perform this type of work?

Mr. TOBRINER. Yes; it would be done, as I understand it, Mr. Chairman, by the staff of the committee that was formerly known as the Washington Criminal Justice Association.

Senator BYRD. Senator Schoeppel, do you have any questions on this item?

Senator SCHOEPPEL. I am wondering here where you say:

> This review will examine the complete record, cross agency lines, and will provide statistical data on the complete criminal processes in the District. This data will then be reviewed by a committee appointed by the President of the Citizens Crime Commission. That committee will analyze the data and prepare a report containing its conclusions and recommendations.

I presume to your Department.

Mr. MURRAY. Yes; to the Commissioners.

Senator SCHOEPPEL. To the Commissioners.

Other people who will analyze this—will that be a committee of people who will be in touch with your Department and conversant with the various and sundry details and activities that are going to be covered?

Mr. MURRAY. Yes, sir.

Senator SCHOEPPEL. I was wondering why that would not be made to you for analysis in your Department.

Mr. MURRAY. Because it would touch on other departments; it would touch on the courts; it would touch on the District Attorney's Office which handles the grand jury presentments; it would touch on probation, also the court; it would touch on the Parole Board; and touch on perhaps other agencies.

Senator SCHOEPPEL. That is all. Thank you.

ADDITIONAL POSITIONS

Senator BYRD. Chief Murray, you are asking for four additional positions for the administration of your Department. Why do you need four more positions?

Mr. MURRAY. Captain Wilson.

RECONCILIATION OF TRAFFIC VIOLATIONS

Mr. WILSON. These four positions were requested for reconciliation of traffic violations, Senator Byrd. This has been recommended for several years by the management office as a program to provide a central control record to account for all copies of traffic violation notices which are issued. This program also has been recommended as an internal audit program, and would eliminate the duplication of effort in the filing of traffic violation notices in the various locations. These four positions will be placed under the Statistical Bureau as a matter of organization, and would provide a machine record of each traffic violation notice and would eliminate the filing of the notices in the precinct and the Statistical Bureau.

Senator BYRD. Now, Chief Murray, how do you feel about it?

Mr. MURRAY. I feel that we could use it; yes, sir.

Senator BYRD. Do you feel that you could do without it in view of the fiscal situation?

Mr. MURRAY. Well, we have done without it up to this point.

Senator BYRD. Do you think you could do without it a little while longer?

Mr. MURRAY. Yes, sir.

Senator BYRD. You are not taking a very strong position for it, then, are you?

Mr. MURRAY. If the fiscal situation is so bad, I wouldn't; no, sir. But I think it would be a good thing if we had the money to provide it.

Senator BYRD. But $7,610 would be used for the four positions?

Mr. MURRAY. Yes, sir.

ADDITIONAL POLICEMEN

Senator BYRD. Now, let's go to the big item, $181,734; $20,500 would be used for 41 positions.

Mr. WILSON. This, Senator, is to add a total of 100 additional police positions over our present authorized strength. The House authorized 59 positions. This would restore 41 which were disallowed by the House, and would bring the total force for the fiscal year 1962 to 2,824, within 176 positions of the 3,000 minimum now authorized by law or, rather, required by law. We are unaware of the reason for the reduction in the House. We feel that we have demonstrated our ability to recruit policemen. Recruitment has been the big drawback

in prior years, we realize, in allowing of positions, because obviously Congress doesn't want to appropriate money for positions which are going to remain vacant. But we now have 2,300 men in the various processes of appointment and 500 men on the register. I think that we could appoint these men if the positions were allowed.

Senator BYRD. So you have no problem in recruitment?

Mr. WILSON. No, sir.

Senator BYRD. You are asking for 41 positions here and 10 positions in connection with the patrol wagon for the 14th precinct?

Mr. WILSON. Yes, sir.

Senator BYRD. Fifty-one positions?

Mr. WILSON. Yes, sir.

PRESENT STRENGTH

Senator BYRD. What is the size of your force now? How many men do you have?

Mr. MURRAY. 2,714 is our authorized strength. We are a little below that due to retirements and separations, perhaps just a little under 2,700.

Senator BYRD. How many did you have in 1960? You say you have approximately 2,700 now.

Mr. MURRAY. Well, we had 180 vacancies in November of last year.

Mr. WILSON. During the fiscal year 1960 we averaged 2,507 men in the rolls. At the end of the fiscal year 1960 we had an actual strength of 2,507, which gave us a total of 112 vacancies in our authorized strength.

Senator BYRD. How does this figure compare with other cities of comparable size, Chief Murray?

Mr. MURRAY. I think it compares very favorably with those cities. There are, I think, perhaps one or two cities of comparable size that have more men, the city of Boston, for one.

Senator BYRD. Is this request based on 12 months' employment?

Mr. WILSON. No; this is based on 9 months' employment for 100 men.

Senator BYRD. Senator Schoeppel.

POLICEMEN ASSIGNED TO NON-POLICE DUTIES

Senator SCHOEPPEL. How many policemen, Chief, do you have now that are assigned to clerical or nonpolice duties which could be performed by civilians, competent civilian help?

Mr. MURRAY. We have a report on that, Senator. I will get it in just a second.

We feel, Senator, that there are about 90 positions that could be replaced.

Senator SCHOEPPEL. About 90, did you say?

Mr. MURRAY. Yes, sir.

Senator SCHOEPPEL. Now, how many of these jobs are now being performed by, let's say, disabled policemen or policemen whose age would not permit their assignment to regular police duty?

Mr. MURRAY. Do you have a number on that?

Mr. WILSON. No, Senator, that is an intangible sort of thing that you can't really determine until you get down to starting to put the men into actual police service. We reviewed this the early part of this

month at the request of Senator Byrd to determine how many we could replace without disrupting the administration of the Department, and we determined that there were 63 positions that could be replaced with civilian personnel, if civilian positions were allowed without unduly disrupting the administration. As we pointed out, we could possible replace others, but as an initial start, 63 would be as many as we could handle immediately, and we shouldn't try to replace them all at once.

POSSIBLE SAVINGS

Senator SCHOEPPEL. I presume that you have some estimate of what the possible savings might be, then?

Mr. WILSON. Yes, sir.

Senator SCHOEPPEL. Would you give the committee the benefit of that?

Mr. WILSON. We felt that there would be a savings of about $73,000 in direct salary cost. I want to point out that this would not be a saving, or an immediate saving, since we would need a total of $289,000 additional in order to hire civilian employees, but this would put additional police officers on the street, it would put the 63 police officers who would be replaced on the streets in the prevention and detection of crime. Of course, these other 27 police officers involved—to make the total of 90 officers—would be replaced by a transfer of the license functions to the Department of Licenses and Inspection. We are unaware of how much it would cost to transfer that function to the Department of Licenses and Inspections.

Senator SCHOEPPEL. Frankly, what I was wondering—and please understand, I am not an expert on this—if you take trained men who have a knowledgeable picture of what goes on and what is required and necessary in a good police department, when they are put on clerical jobs it would seem to me that we are losing a lot of the abilities of good men who are probably filling clerical positions where we could go out into the general overall employment field and get people to do the regular clerical work who would be far less valuable from the standpoint of the men they are replacing on the street or in this crime situation or general police activity work.

CIVILIAN POSITIONS AND POLICE POSITIONS

Mr. MURRAY. Senator, may I point out that by act of Congress there is a floor of 3,000 men. In other words, if we put 90 men out on the street, then we would have to hire 90 civilians to replace them.

Senator SCHOEPPEL. Shouldn't it be good practice?

Mr. MURRAY. That is what we would have to do.

Senator SCHOEPPEL. In other words, that is a problem that should be chargeable to us, it should be chargeable to the Congress, shouldn't it, and we ought to do something about that?

Mr. MURRAY. I will take a hundred civilians any time I can get them and put 100 policemen out on the street.

Senator SCHOEPPEL. Don't you really believe you need good qualified men on the street?

Mr. MURRAY. Yes, sir.

But I would like to say, also, Senator, that there are a great many men who are on sick leave or with injuries, a lot of them have been on

sick leave and are unable to go back out on the street. I couldn't tell you today just how many of those there are, I couldn't tell you how many men are in that situation, but there are quite a few that are not able to do street duty.

Senator SCHOEPPEL. Do you think it might be helpful if a study were made of that?

Mr. MURRAY. We have made several studies. And I have a complete report that I can furnish to the committee. But I would like to study the possibility of getting some civilians.

Senator SCHOEPPEL. That might be a matter now that we might take up before we finally determine what our position will be on this bill, and probably have an opportunity, some of us, to discuss it with you.

Mr. MURRAY. Would you like to have a copy of this report?

Senator SCHOEPPEL. I would like very much to, if it doesn't run you short.

(The information referred to follows:)

GOVERNMENT OF THE DISTRICT OF COLUMBIA,
METROPOLITAN POLICE DEPARTMENT,
August 4, 1961.

HON. ROBERT C. BYRD,
Chairman, Senate Subcommittee on Appropriations for the District of Columbia.

DEAR SENATOR BYRD: During the past few weeks there have been discussions between you and your staff and this office regarding the possible replacement of some police officers now performing clerical and technical assignments with civilian employees. Hereunder, in response to specific inquiries from your staff, is additional information on this subject which supplements the report of the survey made by the chief (also property) clerk of this Department in 1959.

1. Would replacement of police officers in administrative, clerical, and technical assignments with civilian personnel impair the efficiency of the Police Department?

The chief (also property) clerk, in his report dated November 9, 1959, pointed out several factors which tend to make it difficult to replace police officers in administrative, clerical, and technical assignments with civilian personnel. However, as was indicated in that report, many of the positions involved could be filled by civilian personnel without impairing the efficiency of the Police Department. Of course, to incur a minimum disruption of service during transition, such replacement should be accomplished on a gradual basis rather than in one major change.

2. How many positions on the list accompanying the survey report of 1959 must be performed by a police officer?

As a result of the inquiries from you and your staff, this Department has reviewed the 1959 survey and report and has determined that initially, a total of 63 of the positions included in that survey could be performed in this Department by civilian employees, and that an additional 27 police positions could be released for regular police duty if the licensing functions now performed by this Department were transferred to the Department of Licenses and Inspections.

In addition to these 90 positions, there are undoubtedly other positions which were covered by that survey which could be adequately performed by civilian personnel; however, those other positions are more critical to the operation of this Department and should not be considered for conversion until after the transition of the 90 positions has been accomplished.

3. What is the difference in the cost of the police positions and the civilian positions needed for performance of those duties?

For the purpose of answering this question, this Department has compared the salary cost of filling each of the 63 positions by a police private in the fourth salary step with the salary cost of filling the position by a civilian

employee in the fourth salary step of the classification considered appropriate for each position. Using this criteria, the salary cost of the 63 police positions is $368,424 as compared with $294,773 for civilian positions, indicating a savings of $73,651 per year in direct salary costs by replacing the police officers with civilian employees.

In addition, in the case of the police officer, there is an intangible accrual of retirement costs which must be paid in the future and which is only partially offset in the case of a civilian employee by the District contribution to the U.S. civil service retirement fund.

This Department has no data indicating the potential cost to the Department of Licenses and Inspections if the licensing function is transferred from the police precincts to that Department. In the case of this Department, there would be a savings of 27 police positions which cost approximately $157,896 in direct salaries.

4. How many men would this program put on the street?

The replacement of the 63 police positions with civilian employees and the relieving of this Department of licensing functions would enable this Department to add a total of 90 police positions to the patrol force.

5. How much money would be needed to place this program into effect?

In order to finance the 63 additional civilian positions to replace a like number of police officers in administrative, clerical, and technical work, this Department would need a total of $289,000 for the first full year of operation.

This Department cannot, of course, estimate the amount which would be needed by the Department of Licenses and Inspections to enable that Department to assume the licensing functions now performed by the police precincts.

In addition to the foregoing information regarding replacement of police officers with civilian employees, answers to two other specific questions propounded by your staff are as follows:

1. What items have been eliminated from the budget before it reached the Congress?

In the initial submission of the appropriation estimates for 1962, this Department requested additional personnel to bring the authorized strength to a total of 3,000 officers and members. That request was reduced by the Board of Commissioners, because of past difficulty with recruitment of police personnel, to an increase of 110 police positions to bring the authorized strength to a total of 2,824 on a part-year basis. As you are aware, that increase of 110 was reduced to 59 by the House Committee on Appropriations.

Also in the initial submission, this Department requested $60,930 to provide 10 police positions and 1 automobile to provide 1 additional accident investigation cruiser; that item was also disallowed by the Board of Commissioners.

2. What items have been eliminated from any budget that are essential to the Police Department?

In the years during my tenure as Chief of Police, the only reductions in appropriations which have drastically affected this Department have involved disallowance of police positions requested. Those reductions seriously hampered the effective operation of the Police Department during the period of the appropriation specifically involved, but, in subsequent years, with allowance of increases in the authorized strength, the effect of those reductions has been overcome.

ROBERT V. MURRAY, *Chief of Police.*

DISTRIBUTION OF PERSONNEL

Senator SCHOEPPEL. I was just looking at the distribution of your police personnel here on page 6, the daily average. You have station clerks, 53; clerical, 79; license and zoning, 17. And now, in your opinion, from the standpoint of good administration, could those be replaced by civilian personnel, qualified?

Mr. MURRAY. I think some of them could. But I think there are many positions in which we need the experience of a police officer to handle the job.

Senator SCHOEPPEL. You think this should be studied?

Mr. MURRAY. Yes, sir. Another thing, Senator, in our tours of duty we have 2 weeks of nightwork and one of daywork, and in a lot of cases we couldn't get civilians to take them.

RECRUITMENT OF POLICEMEN OUTSIDE DISTRICT OF COLUMBIA

Senator SCHOEPPEL. When you speak about the difficulty of getting people, if I read testimony before the House committee correctly, I gather that you had difficulty in finding good men, and you have been forced to recruit men from outside the District is that correct?

Mr. MURRAY. Yes, sir.

Senator SCHOEPPEL. Is that getting worse, or is it getting better?

Mr. MURRAY. Well, ever since I have been in the Department, they have been recruiting in all States east of the Mississippi River.

Senator SCHOEPPEL. I would like to ask this question. In your opinion, if the committee provided funds for 200 civilian positions to replace policemen now doing this sort of work, clerical and non-police work generally, could you make that adjustment, and what will be the dollarwise savings?

Could you furnish that, if you do not know now, for the benefit of the committee? I know it will have to be a rounded out figure, an estimated figure. Could you do that?

Mr. MURRAY. We can get the information for you, Senator. But I don't think that we can possibly replace 200 people with civilians. I think perhaps a hundred would be nearer.

Senator SCHOEPPEL. I would appreciate your estimate, because that has been the subject of some discussion, and I though it ought to be in the record in some form or fashion so that we might at least consider it for future reference down the line.

Mr. WILSON. This report would reflect 63, Senator, that could be replaced, plus the 27 for licensing. We did make a study recently and determined that these could be replaced. To replace 200 at one time would disrupt administration. Probably over a period of several years we could replace more than the 63, but initially we could only replace 63 without disruption of service.

Senator SCHOEPPEL. Thank you, Mr. Chairman.

WHITE HOUSE POLICE FORCE

Senator BYRD. Chief Murray, do you supply the White House Police from your force?

Mr. MURRAY. Yes, sir.

Mr. HERMAN. But they are not paid from your money?

Mr. MURRAY. We don't pay them, we just send them over there, and they are paid under the Treasury Department.

PARK POLICE

Senator BYRD. How about the Park Police?

Mr. MURRAY. No.

Senator BYRD. You don't supply them?

Mr. MURRAY. No.

Senator BYRD. Are they paid in whole or in part by the District of Columbia government?

Mr. MURRAY. I think 86 Park Police and 6 civilians are paid by the District government.

Mr. HERMAN. And 114 are paid from Federal funds.

Mr. MURRAY. 114 are paid from Federal funds.

AREAS WHERE MOST CRIMES ARE COMMITTED

Senator BYRD. What precincts are the worse from the standpoint of crime?

Mr. MURRAY. No. 1, No. 2, No. 9, No. 13, and No. 10—I think it runs about that order.

Senator BYRD. I assume that most of these policemen if you get them, then, would go into these precincts that you have named?

Mr. MURRAY. Yes, sir.

AUTHORIZED STRENGTH

Senator BYRD. How many policemen did you have in 1950?

Mr. WILSON. We were authorized 1,954. We had approximately that number on the rolls at that time, in 1950.

Senator BYRD. In 1950?

Mr. WILSON. Yes, sir.

Senator BYRD. You had the 1,954?

Mr. WILSON. Yes, sir.

I might point out that we were on a 6-day week at that time, and that the men were not allowed holidays at that time, in addition, in justifying the difference or the increase in personnel since that year.

WORKLOAD INCREASES

Senator BYRD. Are you saying that in justification of the increase, in part justification?

Mr. WILSON. Yes, sir. We might add also that we gathered considerable statistics on this subject when we justified the 2,500-man force. There have been increases in traffic, there have been increases in the population of the metropolitan area which have affected the District of Columbia Police Force, and there have been increases in crime since 1950.

Senator BYRD. What was your appropriation in 1950?

Mr. MURRAY. I don't know, sir, because I didn't come in contact with the Appropriations Committees.

Senator BYRD. Would you submit that for the record, please?

Mr. WILSON. I will have to submit it for the record, I don't have it with me.

(The information referred to follows:)

METROPOLITAN POLICE DEPARTMENT APPROPRIATION, FISCAL YEAR 1950

For the fiscal year 1950 the appropriations for the Metropolitan Police Department operating expenses totaled $8,712,961 (including one supplemental and one deficiency appropriation). In addition, a total of $1,830,000 was appropriated in that year for police relief, making a grand total of $10,542,961 for general comparison with the operating expenses request for the fiscal year 1962.

CRIME RATE IN 1950

Senator BYRD. What was the crime rate in 1950 as compared with the present?

Mr. WILSON. I have that.

Senator BYRD. How many crimes did you have committed last year in the District?

Mr. MURRAY. You are talking about part 1 offenses? 22,054.

Senator BYRD. And how many in 1950?

Mr. WILSON. In 1950 we had 20,163 part 1 offenses. And in the fiscal year 1961 we had 22,054.

POPULATION

Senator BYRD. You have a decrease in the population, but you have a constantly increasing police force?

Mr. WILSON. Yes, sir.

I want to point out, though, that the metropolitan area population is increasing.

Senator BYRD. But the District is down from what it was in 1950?

Mr. MURRAY. The District of Columbia population; not the area.

CRIME TREND

Senator Byrd, could I run over these part 1 offenses from 1950 up to the present time? I would like to put those in the record.

Senator BYRD. Yes, indeed.

Mr. MURRAY. In 1950, 20,163; 1951, 20,197; 1952, 22,591; 1953, 23,918; 1954, 20,030; 1955, 18,910; 1956, 17,610; 1957, 15,554; 1958, 17,047; 1959, 17,515; in 1960, 19,929, and in 1961, 22,054.

Senator BYRD. The trend has been going up since 1957?

Mr. MURRAY. 1957. It went down in 1954, 1957 was the low point in the last 12 years.

Senator BYRD. Has there been a similar national trend?

Mr. MURRAY. Yes, there has been, there has been an even higher trend nationally.

Senator BYRD. Higher than in the District of Columbia?

Mr. MURRAY. Yes, sir.

OVERTIME

Senator BYRD. Tell us something about the overtime work. You spoke about the men working a 6-day week in 1950. Do you have any of them working 6 days now?

Mr. MURRAY. No, sir.

Senator BYRD. Do you have any of them working overtime?

Mr. MURRAY. Well, when we had a lot of crimes back in May we had as many as 100 men come back 1 night each week on a voluntary basis without pay and without compensatory time.

Senator BYRD. How much money is used to pay officers for working on their days off?

Mr. MURRAY. None. We are not paying anybody now.

Senator BYRD. And you don't have anyone working overtime now, but you did have in May?

Mr. MURRAY. Yes, sir. We have had a few men since May, but it was strictly on a voluntary basis.

CRIME RATE

Senator BYRD. Does it appear that the 1961 crime rate in the District of Columbia will be above 1960?

Mr. MURRAY. At the present rate it will be.
Mr. WILSON. Yes. It was up last month 6.2 percent.
Mr. MURRAY. That is compared with the same month of 1960.
Mr. WILSON. Yes, sir.
Senator BYRD. As compared to the same month last year?
Mr. MURRAY. The same month last year.

K–9 CORPS

Senator BYRD. Now, tell us something about your K–9 Corps. Are you finding your dog teams to be an advantage?
Mr. MURRAY. I am very enthusiastic about the work that they are doing. We have 35 teams on the streets, and we have 12 teams in training. It takes about 14 weeks of training for a man-dog team.
Senator BYRD. Is there any money in this item for additional dogs?
Mr. MURRAY. I think we asked for a total of 50 on the House side.
Mr. WILSON. Yes, sir. And they were allowed by the House.

ADDITIONAL PAY FOR K–9 CORPS OFFICERS

Senator BYRD. They were allowed. What about the questions by House committee members who appeared to challenge the need for the additional $538 for each officer per year?
Mr. MURRAY. I don't think that $538 a year is excessive, because the man has to have a fenced-in yard, he has cleaning bills for his clothes and his car. Food and veterinarian care is taken care of by the Department. But I don't think $538 is excessive. Now, these men have to work all nightwork from 4 to 12, they are not on any daywork like the other men.
Senator BYRD. So you think the $538 is a very reasonable figure?
Mr. MURRAY. I certainly do.

PARKING PATROLEES

Senator BYRD. Now, Chief Murray, what has been the experience that you have had with the parking patrolees?
Mr. MURRAY. Well, there has been some question about it on the House side. I didn't take any position one way or the other, that is, any strong position one way or the other. There was quite a bit of talk about these people being veterans and we were putting them out of a job. But our man in charge of traffic, Deputy Chief Liverman, he wasn't too favorable to the parking aides, because he said that he had to cover the same area with regular policemen.
Senator BYRD. Yes.
Mr. MURRAY. Because the parking meter aides could only enforce overtime parking in metered zones, they could not take any action on any other parking violations or any other traffic violations or any other violations of the law. All they could do would be to put a ticket on the car for parking, a violation of overtime in a metered zone.
Senator BYRD. So that no overall savings resulted, then?
Mr. MURRAY. That was the position taken by Deputy Chief Liverman, who has the training of the men and the supervision of them.
Senator BYRD. So you don't have the savings in man-hours that were anticipated?
Mr. MURRAY. No, sir.
Senator BYRD. How many positions do you have involved?

Mr. MURRAY. There were supposed to have been 26 replaced, 16 motorcycle men to be put on other duty.

FUNDS FOR UNIFORMS

Senator BYRD. Why does it cost $9,000 for uniforms for 26 men?

Mr. WILSON. That is my recollection.

Senator BYRD. Page 600 of the hearings in the House. Mr. Natcher asked Captain Wilson a question, and Captain Wilson inserted in the record that there are a total of 26 parking positions authorized, and $9,000 for uniforms.

Mr. WILSON. I would have to furnish that for the record. I would have to check our figures to make certain. I do recall the figure, Senator. Could I insert that in the record, a breakdown and the uniforms?

Senator BYRD. Yes, indeed.

Mr. MURRAY. That doesn't seem to be a correct figure for 26 uniforms.

Senator BYRD. How many changes of uniforms do they require a day?

Mr. MURRAY. I don't think that is a correct figure.

Senator BYRD. Would each individual only have one uniform?

Mr. WILSON. No, they would have more than one, they would have probably three or four pairs of trousers for each man, and possibly two coats. We have found that with police officers we have always had to give them more than one, because they often have to have one in the cleaners while wearing one. And, of course, they do have summer and winter uniforms. It costs us approximately $500 to uniform a police officer. I do not think, though, that we have uniformed these parking patrol aides to the same extent, because they don't have the same degree of nightwork and the hours on the street that the police officers do. I would have to furnish a breakdown of the uniforms.

Senator BYRD. Let us have that.

Mr. WILSON. Yes, sir.

(The information referred to follows:)

Uniforms furnished parking patrol aides

Item	Number furnished each aid	Cost per item	Total cost per aid
Overcoats, long	2	$59.90	$119.80
Overcoats, reefer	2	39.20	78.40
Trousers, winter	3	14.90	44.70
Blouses, summer	2	34.90	69.80
Trousers, summer	4	11.75	47.00
Caps	2	3.20	6.40
Raincoat	1	12.36	12.36
Cap cover	1	2.70	2.70
Boots, knee	1	5.12	5.12
Sweater	1	4.15	4.15
Shirts	12	3.65	43.80
Shoulder patches	18	.40	7.20
Tie	1	.75	.75
Cap plate	1	3.55	3.55
Box key	1	.76	.76
Ticket pouch	1	1.37	1.37
City guide	1	.26	.26
Total			448.12
Total number of aides hired, fiscal year 1961			×21
Total cost of uniforms and equipment			$9,410.52

REPLACING POLICEMEN WITH CIVILIANS

Senator BYRD. Senator Schoeppel, do you have any further questions?

Senator SCHOEPPEL. Yes.

Might I go back to this matter of replacing policemen with civilian personnel and ask two or three more quesions on that?

Chief Murray, before I left I think you indicated that you can replace about a hundred of these policemen now doing nonpolice work. Now, I want to read from a report dated November 9, 1959, to the Chief of Police to the Deputy Chief of Police Executive Officer. Now, the last paragraph—this is what the report says:

Accompanying this report (app. No. 1) is a list of 306 police positions which were considered as plausible possibilities for replacement with civilian positions. This list includes all police personnel below the rank of captain assigned to the various units of administrative headquarters, and one position assigned to the Chief Clerk's section will be vacated upon retirement by the incumbent and is not included.

Now, why do you say that you could only use 100?

Mr. WILSON. Well, Senator, we furnished this list of 306 positions at the time we made this survey. As we point out in the report, we took all positions that could even be plausibly considered for replacement by policemen. And I do want to emphasize the word "plausible," because many of these, as we pointed out, for various reasons should not or could not be replaced by civilian personnel.

STATION CLERKS

One large group is the station clerks. We have pointed out in the report several reasons why we do not feel that they should be replaced. For one thing, they were initially civilians at the time the positions were set up by the Department, and were later blanketed into the Police Department by the Congress. These men are in the stations where they book prisoners, and are, in fact, acting as officials of the Department during the absence of other officials. They are in charge of the men on the street. They are now designated as acting corporals. The patrol signal system officers we don't think could be readily replaced by civilians, because they are exposed to the hazards of the prisoners who are fighting. They also book prisoners and act as cell-block officers or turnkeys in addition to their duties of answering the patrol signal system.

There are other positions in here which we feel could be possibly replaced by civilians. But to start in one year and say, "We are going to replace 300 positions," would be too drastic a change. We did at the request of the committee review this list, and we found 63 positions that we felt could be replaced without disrupting the service. And in setting the number "63" we don't mean to say that there are no other positions that can be replaced. We feel that possibly others could be replaced in later years.

Senator SCHOEPPEL. The reason why I draw attention to this is because this report has been made, and it is out. And in view of what the report indicates on page 2 the second full paragraph—on page 2 in the second full paragraph it says:

The positions reflected by appendix No. 1 were asked by the staff of the Chief Clerk's section, and were assigned approximately grades under classified or wage board personnel standards.

Then the next sentence:

To avoid too great a distortion by the fact that present incumbents of the position are in upper service or upper steps of their respective grades, all civilian salaries were computed at the four service steps of the grade applied.

This is what is important and it makes a lot of folks wonder. This computation indicates a total possible savings of $470,570. And if all the positions included in the survey could be converted to civilian employees, in addition there would be an additional savings of approximately $75,000 if the man-years lost to relief for station clerks, patrol signal system officers, and cell-block officers to be converted to civilian positions, which leads to a layman who reads this report—and many of us are in that position—to wonder about this.

Mr. MURRAY. Senator, I had this report made——

Senator SCHOEPPEL. I am told that you did, Chief Murray.

Mr. MURRAY. And I don't think that we can save any $450,000. There are a lot of positions that I don't feel we could put civilians into. This is the report, plus the one that I furnished to Senator Byrd, that I want to send to you.

Senator SCHOEPPEL. I would be very happy to get it. But I want to follow up with reference to this report since you raised the question.

Mr. MURRAY. I would like to mention, too, Senator, that I have asked numerous times for additional civilians for some of these positions. I think all that we have gotten has been three for the hackers office.

Is that correct?

Mr. WILSON. Yes; we have gotten three for the Hackers Office, and we have two in the coming year for replacements.

Mr. MURRAY. We have in the past year asked for many more than three, haven't we?

Mr. WILSON. I would have to go to the records and give the exact number.

Mr. MURRAY. But we were not able to get them.

Senator SCHOEPPEL. Whom did you make the request to?

Mr. MURRAY. It went through our regular budget request at the District Building. It never reached Congress. I was called to answer over on the House side for saying that I had been rebuffed by the committees of Congress about civilians, but I had never been rebuffed by the committees of Congress, because it never got that far.

Senator SCHOEPPEL. Let me ask you this: The Commissioners turned you down?

Mr. MURRAY. I suppose they did, because it was cut out before it ever got over here to Congress.

Senator SCHOEPPEL. Well, I am glad to have this explanation, because many of us, or certainly a number of us, will be asked about this.

Mr. MURRAY. I have been in the Office of the Chief of Police—I am in my 10th year, finished my 10th year. And I have asked for civilians over the years, and I think I have got three in the Hackers Office.

Is that right?

Mr. WILSON. Offhand, we got three that we have replaced in the Hackers Office. And we have two temporary positions now that we are converting to civilians, and have included in the coming budget.

Senator SCHOEPPEL. Mr. Chairman, could I ask this?

You may desire to ask something on the same line; I do not know.

But we have the Commissioners here, and I would like to ask the Commissioners why these requests were refused.

Mr. MURRAY. You don't have the same Commissioners here.

Senator SCHOEPPEL. I know, but their successors; do any of you know why?

Mr. TOBRINER. No, sir; we do not.

Perhaps Mr. Herman, who has had longer service than we, might be able to answer that question.

Senator SCHOEPPEL. I thought we ought to have it in the record if we could get any knowledgeable information on this.

Mr. HERMAN. In most cases, the way I recall it, we were trying to reach the 2,500 floor. Actually, there were no dollar savings by converting policemen to civilians, because you retained the policemen and have to request additional money for the civilians. After we passed the 2,500 floor I think we took a more sympathetic attitude, and we did allow more civilians. Right now we are struggling to get to the 3,000 floor, so there would be no dollar savings until we attain that goal.

Senator SCHOEPPEL. I was wondering, when these requests came up to your predecessors, whether there were not some memorandums left in the file or some passing on it of an official character that we might have the benefit of as to why these requests were rejected. And I think in fairness to you gentlemen now succeeding into those positions for us to have an explanation of it.

Mr. HERMAN. May Captain Wilson and I make a joint report on that, Senator, what was requested, and the action?

Senator SCHOEPPEL. Subject to the views of the chairman I would be very glad to have it, if he thinks it ought to be in. I think it ought to be.

Senator BYRD. I think we should have it.

(The information referred to follows:)

APPROPRIATION ACTIONS ON REQUESTS FOR RELEASE OF POLICE OFFICERS BY CIVILIAN PERSONNEL, FISCAL YEARS 1953–62

BY TYPE OF REQUEST

1. School crossing guards

Fiscal year 1954: Department requested 200; Commissioners recommended 200; Congress rejected 176 and allowed 24.

Fiscal year 1955: Department requested 176; Commissioners rejected 100 and recommended 76; Congress 24 and allowed 52.

Fiscal year 1956: Department requested 24; Commissioners rejected 24.

2. Clerk-typist to release police officer in Uniforms and Equipment Section

Fiscal year 1953: Department requested one; Commissioners rejected one.

3. Clerk-typist to release police officer in Statistical Bureau

Fiscal year 1953: Department requested one; Commissioners rejected one.

4. Statistical clerk to release police officer in Statistical Bureau

Fiscal year 1962: Department requested one; Commissioners recommended one; House allowed one.

5. Clerk-typists for Statistical Bureau to obviate necessity for hand tabulation of traffic arrests by police personnel in precincts.

Fiscal year 1958: Department requested two; Commissioners rejected two.

Fiscal year 1959: Department requested two; Commissioners recommended two; Congress rejected two.

Fiscal year 1961: Department requested two; Commissioners rejected two.

Fiscal year 1962: Department requested two; Commissioners recommended two; House allowed two.

6. Clerk-typists to release police personnel in Central Driver File

Fiscal year 1957: Department requested six; Commissioners transferred Central Driver File to Department of Vehicles and Traffic and released police officers.

7. Clerks to release police officers from clerical work in Public Vehicles Unit

Fiscal year 1959: Department requested six; Commissioners rejected six.
Fiscal year 1959: Department requested six; Commissioners rejected six.
Fiscal year 1960: Department requested six; Commissioners recommended six; Congress rejected six.
Fiscal year 1961: Department requested three; Commissioners recommended three; Congress allowed three.

8. Clerks to release police officers doing clerical work in Communications and Records Bureau

Fiscal year 1958: Department requested 11; Commissioners rejected 11.
Fiscal year 1959: Department requested 11; Commissioners rejected 11.

9. Parking patrol aides

Fiscal year 1961: Department requested 26; Commissioners recommended 26; Congress allowed 26.

10. Clerk-typist to release police personnel from clerical work in Pawn Office

Fiscal year 1962: Department requested one; Commissioners recommended one; House allowed one.

11. Typewriter repairman to release police officer performing such work

Fiscal year 1962: Department requested one temporary position; Budget Office approved one temporary position.

12. Clerk-typist to release police officer doing clerical work in Juvenile Bureau

Fiscal year 1962: Department requested one temporary position; request pending at Budget Office.

RECAPITULATION BY FISCAL YEARS [1]

Fiscal year 1953: Department requested two clerical positions; Commissioners rejected two.
Fiscal year 1954: Department requested 200 school crossing guards; Commissioners recommended 200; Congress rejected 176 and allowed 24.
Fiscal year 1955: Department requested 176 school crossing guards; Commissioners rejected 100 and recommended 76; Congress rejected 24 and allowed 52.
Fiscal year 1956: Department requested 24 school crossing guards; Commissioners rejected 24.
Fiscal year 1957: Department requested six clerical positions for central driver file; Commissioners transferred function and released police officers.
Fiscal year 1958: Department requested 19 clerical positions; Commissioners rejected 19.
Fiscal year 1959: Department requested 19 clerical positions; Commissioners rejected 17 and recommended 2; Congress rejected 2.
Fiscal year 1960: Department requested six clerical positions; Commissioners recommended six; Congress rejected six.
Fiscal year 1961: Department requested five clerical positions; Commissioners rejected two and recommended three; Congress allowed three.
Department requested 26 parking patrol aides; Commissioners recommended 26; Congress allowed 26.
Fiscal year 1962: Department requested four clerical positions; Commissioners allowed four; House allowed four.
Department requested establishment of two temporary positions; Budget Office approved one; request for one is pending.

COMMENTS

During the review period of fiscal year 1958 and 1959 appropriations, the Board of Commissioners was under a mandate by the Congress (Public Law 84–

[1] Years cannot be totaled to provide a total for the entire period because that request once projected is sometimes repeated.

514) to bring the police officer strength of the Metropolitan Police Department up to a 2,500-man minimum. Priority was, therefore, given to provision of additional police officers and most requests for civilian positions to release police from clerical duties were rejected as a general policy of the Board of Commissioners.

In pointing out that civilian personnel had been requested in the past to release police officers from clerical work and had been refused, it was not the intention of the Chief of Police to criticize the actions of authorities responsible for review of appropriation requests, who must measure each request against other important items and against revenue sources. The record should indicate that this matter was brought out in response to a series of testimony which might otherwise have been construed to indicate that the Chief of Police has failed to make any attempt to utilize civilian personnel in releasing police officers from clerical, administrative, and technical duties.

Mr. MURRAY. May I add one thing. I was asked the question time and time again, year after year, why I didn't replace policemen with civilians, and that is the reason why I had the study made.

Senator SCHOEPPEL. I see. I thank you for your explanation, sir.

Senator BYRD. Any further questions, Senator Schoeppel?

Senator SCHOEPPEL. No further questions.

PATROL WAGON—14TH PRECINCT

Senator BYRD. Why can't you use one of your other patrol wagons, Chief Murray, for the 14th precinct? You are asking for a new patrol wagon there which would cost $2,725, and you want 10 men to work with that patrol wagon, making a total of $61,800 for this item.

Mr. MURRAY. Mr. Chairman, at the present time No. 14 precinct is a very large precinct, and heavily populated. No. 11 likewise. They have one patrol wagon in No. 11 precinct that has to make the runs for No. 14 also. And I feel that the people in No. 14 precinct are entitled to have a patrol wagon of their own to give them better police service. When they get the patrol wagon I don't think we should take 10 of the footmen off the street, I think we should have the force to operate the patrol wagon, it would take 10 men to operate the patrol wagon around the clock.

Senator BYRD. How large is the area to be covered by this unit?

SIZE OF 14TH PRECINCT

Mr. WILSON. The 14th precinct has a total square mile area of 7.21. The present wagon is covering the 14th and the 11th precincts with a total square mileage of 16.19.

The population of the 14th precinct is now 80,474, and of the 11th precinct, 102,939. The 11th precinct, as I recall from the population report, had the largest increase in population of any precinct in the city between 1950 and 1960.

Senator BYRD. Is this one of the four precincts you named earlier in answer to my question as to which precinct had the greatest crime rate?

Mr. MURRAY. No, sir; it is not one of the highest.

Mr. WILSON. The 14th precinct is not a high-crime precinct in serious crime as such. It has 1,577 offenses. And I would guess it to be in one of the lower categories, probably about eighth or ninth.

Senator BYRD. You have done very well without the patrol wagon out there so far, haven't you?

Mr. MURRAY. Not too well; no sir. We have long delays.

Senator BYRD. You haven't had any out there thus far?

Mr. MURRAY. We just haven't had it, and we had to call No. 11 to transport prisoners, and there was quite a delay.

Senator BYRD. Did you attempt to justify this item for the House?

Mr. MURRAY. Yes, sir.

Senator BYRD. Now, Chief Murray, you have an item here amounting to $8,200 for improved traffic enforcement. Tell us something about this item.

FUNDS FOR RADAR SYSTEM

Mr. WILSON. This is for the traffic radar system, Senator Byrd. We began using radar on an experimental basis in April 1960. During the first couple of months the men didn't make arrests, but warned violators. They began enforcing the regulations and issuing traffic violation notices in June 1960. During the first 12 months that the radar was in use, from April 1960 through April 1961, there was a 4.4 percent decrease in traffic accidents. I might point up that this decrease followed a series of increases in traffic accidents in the District of Columbia. The Traffic Division reports that the traffic radar has been an excellent help in lowering the traffic accident rate and in lowering traffic deaths in this city, and it seems to be fully justified, in view of the results they have obtained.

Senator BYRD. Did you speak on this item before the House committee?

Mr. WILSON. Yes, sir.

ADDITIONAL MEN

Senator BYRD. Mr. Tobriner, would you care to comment on this request for $181,000, and would you care to comment on the need for the additional 61 men?

Mr. TOBRINER. Sir, I think that the more police that we can put on the streets of the District of Columbia, the more deterrent we will have for crime. As you probably know, the Commissioners themselves have initiated a bill which is now before the Bureau of the Budget which would authorize the Chief of Police to call when necessary our very good police reserve here, and we would enable that reserve to serve without compensation. We feel this is the only way, as conditions presently are—we don't think that is the long-term solution, but we think as conditions presently are, an increase in the foot patrolmen of the city and in the cruiser force will be an active deterrent in the prevention, an active aid in the detection of crime.

Senator BYRD. Mr. Tobriner, I assume this is an unbudgeted item.

Mr. TOBRINER. Oh, I think not, sir. To which item do you refer, sir?

Senator BYRD. $181,000.

Mr. TOBRINER. No. I think that was an item that was presented to the House as a budgeted item.

Senator BYRD. Now how long, Chief Murray, do you think it would require to place the additional 49—or was it 59 men—allowed by the House?

Mr. MURRAY. We wanted 110, and they gave us 59.

Senator BYRD. I know you have no recruitment problem, but how long would it take you to integrate these men into your force?

Mr. MURRAY. After they are certified to us it would take 12 weeks of training before we put them on the street.

Senator BYRD. How long would it be before they would normally be certified?

Mr. MURRAY. Well, I think that it would only be a matter of a few weeks, I think that they are sending over certifications right rapidly now.

Mr. WILSON. We have 500 men certified on the register now, Senator. Of course, we wouldn't appoint the entire 500. And we have 2,300 men in various other stages of the appointment process. I think the question is, how quickly could we actually get the men on the rolls if the Congress allowed the full 110 positions. Initially we had thought that we could do it on a 9-month basis, but of course then we were planning on the appropriation on July 1. And now it would probably take us about 3 months, I should think, to fully recruit 110 positions.

DELAY ACTION

Senator BYRD. What I am trying to do is determine this. I think you realize that I am a friend of the Metropolitan Police Department, and I can appreciate the problems that you are confronted with here. And some of the problems are peculiar, perhaps, to this city. And I think you should have more policemen if that can be justified. The House has allowed you 59. And in view of the fiscal situation, I am wondering if it might not be wise to see what the results would be of having the additional 59, and then perhaps after assessing the results, you can come back in a supplemental and ask for more men. I am just wondering if it might not be a good idea to forgo this item, especially because of the fact that it was presented in the House, and the House took a look at it and turned it down. What is your reaction to that?

Mr. MURRAY. Naturally I would like to have the 3,000 men. But of course I know it depends upon the fiscal situation. I think that we need a patrol wagon and 10 men as soon as we can get them.

Senator BYRD. If you could only get one of the items, 41 men or the 10 men and the patrol wagon, which one would you take?

Mr. MURRAY. I would take 41 men.

Senator BYRD. And do without the patrol wagon?

Mr. MURRAY. For the time being, yes.

Senator BYRD. If we don't give you the 60 some-odd thousand dollars for the patrol wagon, you can still get it, can't you? The House didn't specifically disallow this item?

Mr. WILSON. No, sir.

Senator BYRD. You could still get it, is that correct?

Mr. MURRAY. Yes.

Senator BYRD. Senator Schoeppel, did you have any other questions?

METER ATTENDANT PROGRAM

Senator SCHOEPPEL. Yes. I wanted to ask some additional questions with reference to the meter attendants, and the dual police guards. And then I wanted to ask something about the assignment of the Metropolitan Police Department of officers on various and sundry duties, the daily average, especially for the fiscal year 1960 as it relates to the present year.

I understand that you have meter attendant programs, do you not, Chief?

Mr. MURRAY. Meter attendant programs?

Senator SCHOEPPEL. Yes, sir.

Mr. MURRAY. Yes, sir.

Senator SCHOEPPEL. How many attendants do you have, and how are they paid?

Mr. MURRAY. We have 20.

Senator SCHOEPPEL. For the entire city?

Mr. MURRAY. Yes, sir. And they are paid so much per hour.

Mr. WILSON. They are paid the salary of GS–3.

Senator SCHOEPPEL. And they are regular policemen that spent about 60 percent or more of their time——

Mr. MURRAY. No, these people are civilians, they have no arrest power at all.

Senator BYRD. Did Chief Murray say that you had 26?

Mr. MURRAY. We have six vacancies.

Senator SCHOEPPEL. I want to ask you, do you have any actual policemen that are spending at least 60 percent of their time attending meters?

Mr. MURRAY. They have some policemen that are spending some time in far out sections of the city where they have metered zones where the meter attendants do not cover, so they would have to go on the street on foot. But that is not their sole duty.

Senator SCHOEPPEL. I am sure you know that in some of the cities—my hometown, the city of Wichita, it wouldn't even make a pretty good suburb of Washington, I am not comparing my hometown to Washington, but there they have in vogue what they call a meter-maid service, trained young women that go about those streets and check those meters. And they tell me that it is working out splendidly. And it relieves regular policemen from responsibility in some of these areas that they would be performing as a part of their duty.

Mr. MURRAY. I believe that there are some other cities where they use ladies as meter maids, I think in Florida. But here the 20 men that we have, as I mentioned, do not have arrest powers, the only thing they can do is put a ticket in a car for overtime parking in a metered zone. If there is any other parking violation, if the car is parked abreast they can't put a ticket on it, they can't take any police action on any other traffic violation or for any other violation of law. Their sole duty is for overtime parking.

Senator SCHOEPPEL. I am in somewhat the same position as the chairman of this committee. This is new to me, too. I am fresh on the Appropriations Committee, and from our side of the aisle I am the freshman member, so I am getting an education on our great capital city as it affects the Metropolitan Police Department.

I would like to ask you this. You have a total of around 2,700 police officers in your city?

Mr. MURRAY. Yes, sir.

PATROL DUTY DAILY AVERAGE

Senator SCHOEPPEL. Now, I have before me a total, as I say, of the police officers on patrol duty, the daily averages for fiscal year 1960. For instance, the foot patrol, 446; scout car, 228; radio cruiser, 96;

radio patrol wagon, 60; motorcycle patrol, 40; river patrol, 11; and traffic post and marking, 35, or a total of 916.

From 12 to 8 o'clock in the same categories, the number is 241 total.

From 8 to 4 in these categories is 323.

And from 4 to 12 o'clock in those same categories it is 352.

It looks like only about a third of them are assigned to patrol duty.

Now, that is sort of mystifying to me. Can you give me some explanation for that?

HOURS OF DUTY

Mr. MURRAY. In the first place, Senator, we have to cover a post for three tours of duty around the clock 7 days a week. The men have 2 days a week off, they work a 5-day week, a 40-hour week. You have sick leave, you have annual leave, all those things reduce the force down.

Senator SCHOEPPEL. It looks like a half or almost two-thirds.

Mr. WILSON. Well, Senator, of the 2,507 men that we had as an average during the fiscal year 1960—I believe you are dealing with 1960——

Senator SCHOEPPEL. That is right.

Mr. WILSON. We did have about 200 men less than now. For example 920 men a day are absent on days off, annual and sick leave. Thirty men a day are in court, or on the average 30 men a day are in court. Ninety men a day are on details to various special events and emergencies. I might point out in that respect that we made a survey for the fiscal year 1960 and found that an average of 31 men a day are lost to Federal-type details, guarding the President, and for various parades and functions that come here because of the city's status as the Nation's Capital, visiting heads of state, and that sort of thing. And we had an average of 1,086 men, which is a little less than half of the force, on prevention and detection of crime. These are men on the street each day. After all of those others are lost, and after our administrative and service personnel are lost, including the station clerks and patrol signal system officers, we lose an average of 381 a day to these administrative and clerical and technical assignments, including 45 men a day in training. This is in the training school, as a result of the recruiting programs.

So this doesn't seem to be an unduly disproportionate ratio of men on the street, it seems amazing when you think of it that you have 2,507 men on the force, and when you get down to the basic man on the street, on foot patrol, you possibly only have 150 or 200 at any one time. It seems that they all evaporate. But they are all accounted for. And a large part of this is necessary. As was pointed out, we have a few positions that we could replace with civilian personnel, but this isn't a matter of us wasting the manpower, it is just that these other things are necessary and have to be performed.

Senator SCHOEPPEL. Some of them are peculiar to some of the situations you have mentioned here because of it being the Capital City?

POLICEMEN DETAILED TO THE CAPITOL

Mr. WILSON. That accounts for, we estimate, 31 men a day, 31 men a day are lost to that, not counting those that are detailed to the Capitol. We have 20 men, or approximately 20 men, who are detailed on a pretty permanent basis to the Capitol. We are reimbursed for them, but they are working with the Capitol Police.

COMPARISON TO OTHER CITIES

Senator SCHOEPPEL. Now, do you find that, considering the special circumstances, that these averages here would be comparable to the averages in other metropolitan areas such as this?

Mr. MURRAY. Such as, Senator—being the Capital City we have more of those by far.

Senator SCHOEPPEL. Allowing a leeway for it being the Capital City with these other functions coming in, they are pretty much on call, they furnish additional men for specialized service which takes them out of your regular routine police work, aside from that, do you think that generally it would follow pretty much an average in cities of like size?

Mr. MURRAY. I certainly do.

Senator SCHOEPPEL. With these exceptions?

Mr. MURRAY. I certainly do.

SCHOOL CROSSING GUARDS

Senator SCHOEPPEL. Let me ask you about some of these school police guards, and then I will quit. When was the school crossing guard created?

Mr. WILSON. About 1953.

Senator SCHOEPPEL. How many are employed in that, approximately?

Mr. MURRAY. Seventy-six.

Senator SCHOEPPEL. What are their average salaries?

Mr. MURRAY. They are paid by the hour, and I think they work about 3½ or 4 hours a day.

Mr. WILSON. Yes sir, at the GS–2 salary, I think their average salary is possibly around $1.70, or so, it is under the Classification Act. we don't really control it.

Senator SCHOEPPEL. Let me ask you this: Are they entitled to the same benefit programs as your regular policemen?

Mr. WILSON. No, sir, they are treated as civilian employees, part-time employees, they are paid only by the hour. They do earn annual and sick leave in the same manner as civilian employees, based on the number of hours that they work in a year.

Senator SCHOEPPEL. Do you use any regular policemen on this kind of matter, and if so, about how many, on an average?

Mr. MURRAY. We use every police officer that is available for street crossings and traffic crossings, including one man out of two-man teams in radio cars and in patrol wagons during the rush hours. We use every uniformed policeman that is available during those times.

Senator SCHOEPPEL. In some of the cities I know they have certain civic organizations who offer their services for these crossing guard positions, and they tell me that they have been pretty successful at it.

Mr. MURRAY. What we do in these cases, Senator, we try to get women who have children in school and live nearby and have some interest. They have no arrest powers, all they can do is stop traffic and help the children cross the street.

Senator SCHOEPPEL. I think that is all I have.

And I appreciate your appearing here today.

PURCHASE OF PASSENGER MOTOR VEHICLES

Senator BYRD. Chief Murray, you are asking for the purchase of 62 passenger motor vehicles?

Mr. MURRAY. Sixty-four.

Mr. WILSON. Those are not all for us, Senator.

Senator BYRD. Now, how many are for your department?

Mr. WILSON. We are asking for 58 motor vehicles for our department, including 44 for replacement.

Senator BYRD. Forty-four for replacement. How often do you replace your vehicles?

Mr. WILSON. Our average replacement for 1961 has been 101,580 miles.

We are asking and were allowed by the House some increase in our replacement program. We are increasing from 40 to 44 vehicles. We hope that we can reduce the mileage some by this additional four replacement vehicles each year.

Senator BYRD. What does a vehicle cost you?

Mr. WILSON. $1,500, I believe, $1,600.

Mr. HERMAN. $1,500 plus extras which you have permission to use.

Mr. WILSON. We believe we are limited to $1,600, I believe we can exceed the limit by $100, about $1,600 for each vehicle.

Senator BYRD. Do you believe the 101,580-mile average for each vehicle is pretty good mileage?

Mr. MURRAY. I think it is very good mileage. And in addition to the 40 or 44 that were replaced, there are others that really need replacement.

USE OF VEHICLES BY K–9 CORPS

Senator BYRD. Do you have any of the K–9 Corps using vehicles?

Mr. MURRAY. Yes, sir.

Senator BYRD. Are they patrol vehicles?

Mr. MURRAY. Yes. And they are sent on call—if it is a call where we think the dogs can be of help, they are sent there. And it has worked out very well. They have made some very fine cases.

Senator BYRD. How many dog teams do you have patroling in vehicles?

Mr. MURRAY. Two.

Mr. WILSON. We have only one vehicle at present, Senator. And in the fiscal year 1962 the House has allowed us two additional vehicles for the K–9 Corps.

POLICE VEHICLE REPLACEMENT

I might interject here that the 101,000 miles replacement for police vehicles is not a true picture, because we do run our automobiles by and large 24 hours a day, and in a congested downtown area where they build up a lot more motor miles than the speedometer shows.

Senator BYRD. Now, Chief Murray, I congratulate you and your Department. I have had occasion to be with your people several times, and I have been very favorably impressed with the work that is being done by the Metropolitan Police Department. I am sure that you come in for your share of criticism. And I certainly want to take this opportunity to compliment you and compliment your

Department on the work that you have been doing. And I don't mind saying to you that you will continue to have my support as long as you continue to do a good job.

Mr. MURRAY. Thank you.

Senator BYRD. Now, we might finish today's hearing by having the Department of Licenses and Inspections.

This is an item of $19,500, and it involves a total of three positions.

(Pertinent correspondence received subsequent to this hearing appears on p. 604.)

DEPARTMENT OF LICENSES AND INSPECTIONS

STATEMENTS OF J. J. ILGENFRITZ, DIRECTOR; ACCOMPANIED BY F. E. ROPSHAW, CHIEF, OFFICE OF ADMINISTRATION, AND FREDERICK W. MALLON, SUPERINTENDENT OF HOUSING DIVISION

GENERAL STATEMENT

Mr. ILGENFRITZ. My name is J. J. Ilgenfritz, Director of the Department of Licenses and Inspections. For the record, I would like to introduce my associates, Mr. Ropshaw, who is my administrative officer, and Mr. Mallon, Superintendent of the Housing Division.

Senator BYRD. We welcome you. And you may proceed.

Do you have a prepared statement?

Mr. ILGENFRITZ. No, sir, I do not. I have some notes that I would prefer to talk from. I will cover the items if you desire in the order in which you have them.

PERMIT BRANCH

The first item under activity 3, "Licenses and permits." And under that item I am requesting the restoration of one GS–9 assistant chief to the Permit Branch.

Senator BYRD. Why do you have to have a GS–9 assistant?

Mr. ILGENFRITZ. The Permit Branch, although it only contains 19 persons, is really the heart of the whole Department of Licenses and Inspections. It is where every action starts and where it ends. All applicants for all permits apply there and pay their fees. The reference sheets to the other District agencies and departments necessary to obtain approval of those permits are funneled out from this branch, they are returned, the permits are issued, and it gears the whole program for the entire Department.

WORKLOAD

They have a tremendous workload, they are issuing between 70,000 and 80,000 permits a year. That is approximately 6,000 a month.

Now, the chief of this branch is doing an excellent job, and is a fine chief. However, being such, he is needed in many other duties, and we find that he is on many committees dealing with policy matters that affect permit issuance and he is the District liaison officer between the Fine Arts Committee and our Department in all matters pertaining to buildings erected under the Shipstead-Luce Act and the old Georgetown Act.

Therefore, it is necessary for him to be absent from his branch quite a lot of the time. And this operation with this tremendous workload requires constant and close supervision. For that reason

I think it is highly essential that this branch have an assistant so that there is always direct supervision available.

Incidentally, this is one of three branches in the License and Permit Division, and is the only one of the three which does not have a chief and an assistant.

ENFORCEMENT OF AUTO FINANCE ACT

Senator BYRD. Now, why do you need the auditor GS–9 and the investigator GS–7 for the enforcement?

Mr. ILGENFRITZ. I am requesting the restoration of this GS–9 auditor and the GS–7 investigator for the Enforcement Branch to administrate the regulations under the Auto Finance Act, Public Law 86–431, enacted April 26, 1960. The act and the regulations provide for the licensing and control of approximately 1,000 auto salesmen, 300 auto dealers, and 60 lending institutions dealing with auto sales.

At present there are 13 personnel in the Enforcement Branch, of which 7 are investigators whose duties are absorbed in performing similar work for other types of activities such as the licensing of moneylenders, pawnbrokers, and charitable solicitors.

Besides that, this Enforcement Branch is saddled with a tremendous load of processing approximately 6,000 routine enforcement cases referred to them from other divisions in my Department. That is a new act that has been put upon us. We have not asked for any other personnel. And I feel very strongly that we do need these two people to properly administer the regulations under the act.

And incidentally, the fees that we have set up, the license fees, we estimate, will bring in around $20,000, whereas these two people will cost approximately $12,600.

Senator BYRD. So this is a self-sustaining activity?

Mr. ILGENFRITZ. It would be a self-sustaining activity within that department; yes, sir.

Senator BYRD. Now, what kind of a backlog do you have? Is it a pretty sizable one?

Mr. ILGENFRITZ. Yes, it is. Right now, if my memory serves me right, we have some 250 backlog audits.

Senator BYRD. How long would it take one auditor to clean these up?

Mr. ILGENFRITZ. That would be a good year's work, and possibly a little more.

TOTAL AUTO DEALERS IN THE DISTRICT

Senator BYRD. How many auto dealers are there in the District?

Mr. ILGENFRITZ. Auto dealers? Approximately 300.

Senator BYRD. How many?

Mr. ILGENFRITZ. 300.

Senator BYRD. How many auto salesmen are there?

Mr. ILGENFRITZ. Approximately 1,000.

Senator BYRD. And how many lending agencies financing auto sales?

Mr. ILGENFRITZ. Sixty.

Senator BYRD. Have all these been licensed under Public Law 86–431?

Mr. ILGENFRITZ. These are the licensed ones I am telling you about.

Senator BYRD. How many remain?

Mr. ILGENFRITZ. These are the licensed ones.

Senator BYRD. How many are not licensed? Have you licensed them all? Have they all been licensed under this?

Mr. ILGENFRITZ. As far as I know, they have all been licensed or are out of business.

Senator BYRD. I believe that takes care of both of these items. Thank you very much.

Now, housing, $46,900.

Are you speaking for this item also?

Mr. ILGENFRITZ. Yes, sir, I am.

NORTHWEST URBAN RENEWAL PROGRAM

Senator BYRD. Housing, $46,900, $38,361 of which would be used for the improvement of living and social conditions in the second precinct. This is another one of those second precinct items. I believe the overall figure requested for this item is approximately $290,000, Mr. Tobriner.

Mr. TOBRINER. $294, and $236.

Senator BYRD. And it is expected that it will continue for 5 years, making a total at the end of 5 years of perhaps a million dollars, is that right, Mr. Herman?

Mr. HERMAN. Yes.

Senator BYRD. Now, why do we need seven positions for this item?

Mr. ILGENFRITZ. We have geared this to a 5-year program, as the Commissioners have desired us to do. There are approximately 6,500 residential buildings in this area which are required to be inspected and brought into compliance under this program. We have geared our personnel requirements to that schedule, and to meet that schedule we need 13 inspectors and the necessary clerical positions to go with them.

Senator BYRD. How many clerical positions do you have for seven housing inspectors? You have seven that were assigned on July 1, 1960, so how many clerk-typists do you have for the seven inspectors?

Mr. ILGENFRITZ. Our clerk-typists—it is a little hard for me to break them down. But our clerks average, about one clerk to about four inspectors through the whole housing setup. That is the average. Now, to complete this schedule in this time we need 13 inspectors based on schedules that we have been able to maintain through past experience. We have seven men working in the area now, and we ask for the additional six, plus one clerk to go with those six inspectors.

CLERICAL SUPPORT FOR AREA CONSERVATION

Then along in this same housing activity the House Appropriations Committee allowed us seven inspectors for work in the conservation areas known as Brentwood, Deanwood, and Cardoza. Those were seven that we asked for, and they allowed them. But they neglected or denied the clerical support for those jobs. And of course it is readily apparent that each inspector generates a certain amount of paperwork which must be processed. And therefore we ask for the restoration of those two GS–4 clerks to work with those particular seven inspector positions.

Senator BYRD. You have been allowed by the House $744,000 for housing activities?

Mr. ILGENFRITZ. Yes, sir.

Senator BYRD. Can't you, out of that $744,000, find enough money for the two additional clerk-typist positions that you need for the seven inspectors that you are allowed?

Mr. ILGENFRITZ. I don't think we could, Mr. Chairman. I won't say definitely that we can't, but we have absorbed and absorbed and stretched until we are at the breaking point throughout our whole department.

Senator BYRD. How many vacancies do you have now?

Mr. ILGENFRITZ. In the Housing Division?

Senator BYRD. Yes.

Mr. ILGENFRITZ. We have four vacancies.

Senator BYRD. Now, suppose the Senate doesn't give you the $8,539, you will get your clerical positions somewhere, won't you, to take care of the clerical work of the seven inspectors?

Mr. ILGENFRITZ. I might have to—I might have to absorb it by receiving authorization for one less inspector job or two less inspector jobs, in trade for clerical support. This will change my time schedule.

Senator BYRD. That is pretty normal, though, for situations like this?

Mr. ILGENFRITZ. We are quite used to changing time schedules.

Senator BYRD. You are quite used to changing positions too, aren't you, shifting a little bit here and a little bit there?

Mr. ILGENFRITZ. Yes. But I have found from experience that it is a very dangerous thing to do, and I speak from experience. You do that one year, and you think you are doing the right thing, and then you come back a year or 2 years later and ask for the old job back, and I have found also through experience that Congressmen have memories like elephants, and they generally trip you up on it, and it is a very dangerous thing to do.

ZONING INSPECTOR

Senator BYRD. Now, you want an inspector position for zoning, $6,000?

Mr. ILGENFRITZ. Yes, sir. I am asking for one GS–7 inspector in activity 5 zoning. And this again is a scheduled item stemming from recent building regulations adopted in January of this year which contain the retroactive regulations under authority of the Means of Egress Act which you have heard about previously, I am sure.

Senator BYRD. That is part of the $260,000 overall item, isn't it, the building code?

Mr. ILGENFRITZ. I am not sure about that, but it is the item that Mr. Korman was speaking about, in which he felt that a lot of court action would stem from this, and require——

Mr. HERMAN. That is part of the $260,000.

Senator BYRD. Is the $60,000 included in the $260,000?

Mr. HERMAN. Yes.

Senator BYRD. So the House gave you two inspectors?

Mr. ILGENFRITZ. They gave us two, I had asked for three, and I am asking for restoration of the third.

Senator BYRD. Did the House give you a clerical position along with your——

Mr. ILGENFRITZ. Yes, sir.

Senator BYRD. So you are asking for restoration of moneys to accommodate one inspector position in the item of zoning, two in the item of——seven in the item of improvement of living and zoning conditions in the second precinct, am I right thus far?

Mr. ILGENFRITZ. Nine in housing altogether, of which three are clerks.

Senator BYRD. Six inspectors and three clerks?

Mr. ILGENFRITZ. That is correct, sir.

Senator BYRD. That is in addition to the three in Licenses and Permits?

Mr. ILGENFRITZ. Yes, sir.

Senator BYRD. Making a total of 13?

Mr. ILGENFRITZ. Thirteen positions is what I am asking for, yes, sir.

Senator BYRD. Something over $1.2 million.

Now, Mr. Ilgenfritz, with your flexibility by which you can allocate certain of these moneys that have been allowed by the House will you fill the positions where they are absolutely necessary? I assume the answer is "Yes"?

Mr. ILGENFRITZ. I don't know what flexibility. I thought I had it in other years, but I have found to my dismay I haven't.

Senator BYRD. I don't think you are going to let these seven inspectors go begging for a clerk-typist if you don't get the money from the Senate.

Do you have anything else, Mr. Ilgenfritz, to say in substantiation of this request? Or does either of the two gentlemen who are with you?

Mr. ILGENFRITZ. I think that is all I have to say, sir.

1961 DISTRICT OF COLUMBIA BUILDING CODE

I just want to impress on you that this last inspector, the GS–7 under "Zoning," is needed for a tremendous program. We have some 18,000 buildings, existing buildings in the city to inspect and issue orders on. The Commissioners desired us to gear that to a 10-year program. At first we had the thoughts of 20-years, then the Commissioners' Advisory Council recommended a 5-year program, and it all ended up with 10 years. This is geared to that and it is a tremendous undertaking.

Senator BYRD. And if you don't get these restorations, what will be the result?

Mr. ILGENFRITZ. The result in this particular case is that maybe this will go from a 10- to a 12- or maybe a 14- or 15-year program.

Senator BYRD. What has been the reaction of the homeowners to this program of building code enforcement?

Mr. ILGENFRITZ. It is a little early to tell. We have our fingers crossed. We have surveyed already under this retroactive program, I think, some 700 buildings, and issued approximately some 200 orders.

The impact of those orders has not fully been realized, I think, in many instances. Without a doubt, any time you ask a property owner to spend money on a building, particularly a building he has been using for the last 10, 20, 50 years, he doesn't like it. This will be actually our third start on this program. Twice before it was discarded, and the regulations were reworked to try to get them in a more workable and reasonable state. We are hoping—we feel now that under the Means of Egress Act which requires the Commissioners to adopt regulations to provide reasonable safety and egress to all existing buildings— that in the regulations which we have now that we have reached absolute rock bottom to accomplish any reasonable results.

Now, it is true, it is going to cost a lot of money, and it is true that building owners are not going to like to spend that money. What will be the outcome this third time I do not know. We are hoping we can get results. But I do feel this, that if we cannot enforce these regulations, there is not much more if anything that we can do and really get any results.

Senator BYRD. Mr. Tobriner, were the building owners given any opportunity to advise you as to their sentiment in regard to this program?

Mr. TOBRINER. Mr. Chairman, there were a number of public hearings on this, and building owners were notified, and they were in attendance and made known their objections.

Mr. ILGENFRITZ. Besides that, Mr. Chairman, if I may add this, this entire building code, including this retroactive portion, which was of course the most controversial part of it, was first developed by a consultant whom we hired, and then later reworked over a period of 5 years by a committee of citizens which the Commissioners appointed to their Building Code Advisory Committee. This committee represents all segments of the community, property owners, architects, engineers, real estate, restaurant association, etc. All segments of the business community, plus even the citizens associations, which are also represented on this committee. So that gave a good cross-section even before the hearing.

Senator BYRD. Well, I thank the Commissioners again, and the witnesses, and the members of the working press. And I thank the staff of the committee, and my colleagues who have attended today. The committee will stand in recess until 10 o'clock tomorrow morning, at which time we will take up the education item.

(Whereupon, at 6:35 p.m., Tuesday, August 15, 1961, the committee recessed, to reconvene at 10 a.m., Wednesday, August 16, 1961.)

DISTRICT OF COLUMBIA APPROPRIATIONS FOR 1962

WEDNESDAY, AUGUST 16, 1961

U.S. SENATE,
SUBCOMMITTEE OF THE COMMITTEE ON APPROPRIATIONS,
Washington, D.C.

The subcommittee met, pursuant to recess, at 10:05 a.m., in room F-39, U.S. Capitol Building, Hon. Robert C. Byrd of West Virginia (chairman of the subcommittee) presiding.

Present: Senators Byrd, McGee, and Schoeppel.

DISTRICT OF COLUMBIA

PUBLIC SCHOOLS

STATEMENTS OF WESLEY WILLIAMS, PRESIDENT, BOARD OF EDUCATION; DR. CARL F. HANSEN, SUPERINTENDENT OF SCHOOLS; JOHN M. RIECKS, ASSISTANT SUPERINTENDENT IN CHARGE OF BUILDINGS AND GROUNDS; AND DR. RICHARD R. FOSTER, ASSISTANT SUPERINTENDENT IN CHARGE OF GENERAL RESEARCH, BUDGET, AND LEGISLATION

GENERAL STATEMENT

Senator BYRD. Good morning. The committee will come to order. We will continue our hearing.

Commissioner Tobriner, I hope that you and your fellow Commissioners have had a good night.

Commissioner TOBRINER. Thank you, sir.

Senator BYRD. Yesterday was a rather long day. I appreciate again so much your forbearance and patience and the fine manner in which you gentlemen presented your statements yesterday.

I was up until after 2 o'clock this morning getting ready for today's hearing, and I trust that you will indulge my tardiness.

This morning we will be taking up, first of all, the public school budget.

We have appearing first the President of the Board of Education, Mr. Wesley S. Williams, and Dr. Carl F. Hansen, Superintendent of Schools of the District of Columbia.

Will you begin Mr. Williams?

I am sure that you understand that I am acting for the first time as chairman of this subcommittee in its deliberations on a regular appropriation bill. I am groping, feeling, trying to find my way and

lean as I go along, and I am sincerely interested in trying to do a good job. I want to spend the money where it should be spent, and I want to save money where it should be saved, and I hope and believe that I represent in that position the same position that the gentlemen who appear before the committee hold.

You may proceed, Mr. Williams.

Mr. WILLIAMS. Thank you very much, Senator.

Mr. Chairman and members of the committee, it is a privilege to appear before you on behalf of the restoration of certain items on the school budget proposed for 1962. As President of the Board of Education, I am speaking for the entire Board in support of each of the items requested for restoration.

The Board of Education is deeply conscious of its responsibility toward children and the adult citizens of the community. While promising advances are being made in the educational progress of children in Washington, deficiencies in services still exist. As a result, the school system is unable to meet all of the needs of its pupils. The loss is far greater than would be the cost of supplying essential services.

As a preliminary to the justification for requesting restoration of funds, I want to mention the truism that money spent for education increases the economic wealth of the community. Well-educated citizens earn larger incomes. Thus, they pay higher taxes, which offset the cost of their education. Well-educated citizens, for the most past, obey the laws of the land, thus reducing the cost of law enforcement. Well-educated citizens make wise political decisions, thus assuring stable and effective government.

The opposite of these benefits follows when citizens are undereducated. These facts are evident in the high dropout rate in the school system, the amount of unemployment among youth, and the incidence of juvenile delinquency, and in the increase in the amount of public welfare.

The Board of Education takes the position that it is responsible for exerting every influence it can to increase the capabilities of the school system.

RESTORATION REQUESTED IN OPERATING EXPENSES

In reference to specific items in the restoration request, I want first to urge the restoration of funds to employ elementary teachers to reduce class size. The teacher is the key to good education. If she must teach overcrowded classes, she cannot do the best possible job. Even with 17 additional teachers, class size will be reduced to an average of 30.5.

Secondly, I strongly endorse the restoration of 14 teacher salaries in the junior high schools. The rapid increase in enrollment has resulted in oversized classes. The 14 additional teachers are needed simply to keep abreast of the increased enrollment.

Thirdly, we are requesting the restoration of 12 elementary counselor positions, 10 for the elementary schools and 2 for the laboratory schools. Many of our elementary schools have enrollments of over 1,000, with only 1 principal and clerk to administer the program. As a result, the principal cannot spend an adequate amount of time to improve instruction through the close supervision of teachers.

Many children have problems which can be handled only by an additional staff member who is free to give full time and attention to guidance problems.

It has been said by some that, if we teach students according to the Amidon system, it will be unnecessary to add counselors. This point of view I vigorously oppose. While the Board of Education subscribes fully to the Amidon concept, it is deeply concerned that this program be made effective by more nearly adequate staffing in the schools. Children still come to school with special problems, teachers need supervision, parents need guidance and assistance, even with the Amidon system of instruction. As a matter of fact, what we are trying to do to upgrade academic achievement is seriously handicapped by not providing adequate staff at the elementary level. Therefore, I strongly urge the committee to restore the funds for elementary school counselors.

We request also three assistant principalships in the junior high schools and two curriculum specialists to assist in the improvement of curriculum. With the high enrollment in the junior high schools, those schools with only one principal are seriously handicapped in meeting the increasingly complex problems of pupil organization, teacher supervision, and guidance.

If we are to establish the kind of curriculum materials needed to implement the idea of systematic instruction, it is necessary to employ a staff with the training and time to get this job done.

RESTORATION REQUESTS IN CAPITAL OUTLAY EXPENSES

I should like now to touch upon the highlights of restoration in the capital outlay section of the budget. The most serious deletion was in the funds for the construction of the addition to the Eliot Junior High School. Overcrowding in this building is being relieved temporarily by assigning the ninth graders to the Eastern High School. By 1963–64, according to our projections, the space at Eastern will be needed for high school students. It is, therefore, highly important to get the Eliot addition started in the next fiscal year. We will otherwise be faced with the problem of inadequate space for the education of junior high school students. This will supply a demonstration of the bad effect the delays in the construction of needed schools will have on students and will be embarrassing to the committee and the Congress. I cannot too strongly urge the restoration of the $1.2 million for the addition to the Eliot Junior High School.

Since each of these items will be fully described by the Superintendent, I shall not deal further with the specifics of the restoration requests.

I do want the members of the committee to know that the Board of Education is conscious of the relationship we have as partners with you and the Congress in the most important business of educating our youth. We invite the closest scrutiny of the affairs of the school system, its accomplishments and its deficiencies. I look forward to working with the members of the committee in any way possible to bring about the improvement of education in the District of Columbia.

Thank you.

Senator BYRD. Thank you, Mr. Williams, for a very fine statement.

Senator Schoeppel?

Senator SCHOEPPEL. I don't believe I have any questions at this time, Mr. Chairman, thank you.

Senator BYRD. All right. We will hear from Dr. Hansen, the Superintendent of Schools of the District of Columbia.

Dr. HANSEN. Thank you very much, Mr. Chairman.

Before I introduce my statement, I would like to present members of the staff who are here to supply information to questions and to assist in the testimony, if I may.

On my left is Mr. John Riecks, Assistant Superintendent in charge of Buildings and Grounds, and at my far right, Dr. Richard Foster, Assistant Superintendent in Charge of Budget, Legislation and Research.

I have a statement, Mr. Chairman, which is rather brief. I think to save time, however, I would simply present it and touch upon the highlights of it very briefly because we will be dealing specifically, I am sure, with the details.

The main point we want to make is that the action of the House in the allocation of funds for the Amidon school expansion is most encouraging, and we acknowledge this encouragement with deep appreciation.

However, the failure of the House to include additional teachers and counselors and curriculum personnel, and certain construction items, leaves the school system, I believe, in a difficult position even to make effective the Amidon idea. We want to pursue that point with you in more detail later.

I should like also to stress in this introductory statement that it is our effort to improve the academic accomplishment of all of the children coming into our schools. The record will show that significant gains have been made during recent years, but we are far from satisfied with what has been done. There are far too many children leaving our schools inadequately educated, partly because of deficiencies in the educational program, partly because of home conditions. We do not believe that the schools can alleviate all of the problems confronting our children, but we believe the schools have a responsibility to give young people the opportunity that they should have when they may have some shortcomings in their home experiences. We believe this is good for the youngsters and certainly good for society.

Our immediate objective—and these are the specifics of our plea to you this morning—is to reduce class sizes in elementary and junior high schools to the limited extent possible if the additional requested funds are allocated for teachers.

I should like later to present further testimony in this connection.

COUNSELING SERVICES

We believe that counseling services for elementary school children are critically needed in order to identify the gifted child, to place such children more effectively in the school curriculum, and to assist in the education of children with problems. Many of our children need much help in the schools, help which cannot be given by the teachers if they are to do the job of educating in the classrooms.

I should say in this connection that even though we are stepping up the emphasis upon basic education, as is indicated in the Amidon

plan, this kind of education cannot be effective unless the children come to school in condition to be educated.

We respectfully invite the support of this committee in the program to upgrade the quality of education in the Nation's Capitol. The primary emphasis is upon the need for the full development of all the Nation's manpower. We are anticipating at this critical time the possibility that every citizen may be obligated to dedicate himself without personal reservation to the protection of our way of life.

This concludes my introductory statement, Mr. Chairman.

Senator BYRD. Thank you, Dr. Hansen.

Dr. HANSEN. Should I proceed with the justifications?

Senator BYRD. Certainly. Suppose you proceed.

GENERAL ADMINISTRATION

Dr. HANSEN. The first item of restoration is in the section "General Administration."

We are asking for the restoration of funds to employ a fourth supervisor of buildings and grounds. We have three at the present time. The number of our buildings is increasing.

We are finding, Mr. Chairman, increased difficulty in providing adequate supervision of the maintenance of buildings. We are finding far too many buildings not properly cared for, in part because of a shortage of staff and in part because of inadequate supervision.

So we earnestly recommend the restoration of the amount to employ a custodial field supervisor who will have the responsibility of stepping up the quality of maintenance of buildings and grounds.

We believe in terms of dollars invested this is a sound investment, because an additional staff supervisor can increase the quality of services of several hundred men in the field.

The second request is for the restoration of 17 elementary school teaching positions.

PUPIL-TEACHER RATIO

For the past 5 years, the Board of Education has made a strenuous effort to reduce the class sizes in elementary schools to an average of 30 pupils per teacher.

Gains have been made, slowly. The Board of Education has taken the position consistently that this is one of the most important items in its program. The improvement of conditions for teaching in the elementary classrooms is highly essential.

With permission of the chairman, I should like to introduce an item of justification here which will further explain our position on this.

Senator BYRD. Without objection, it will be placed in the record.

(The justification referred to follows:)

JUSTIFICATION FOR 17 ELEMENTARY SCHOOLTEACHERS

1. These 17 additional teachers will bring the ratio to 30.5. Without these, ratio will be 30.9, which means, theoretically, almost one pupil per teacher above the 30 standard approved by the Board of Education.

Actually, as of October 1960—

24.6 percent of classes were under 30 in size (13,581 pupils).
9.6 percent of classes numbered exactly 30 (6,090 pupils).
65.8 percent of classes served over 30 pupils (47,246 pupils).

It is to lessen the number of large classes over 30, and to increase the learning opportunities of over 47,000 children, that the 17 teachers are needed.

2. Last year the number of pupils per teacher in our neighboring localities was—

Prince Georges County, Md	32.5
Montgomery County, Md	28.4
Falls Church, Va	28.3
Arlington, Va	27.5
Alexandria, Va	27.0

3. Since the ratio 30.5, which is being sought with the additional 17 teachers, does not mean 30.5 children in each class, those many classes (65.8 percent) which will be oversized will continue to disadvantage the children, because—

(*a*) Maximum pupil achievement cannot be attained by each pupil when there is insufficient time to devote to every child.

(*b*) Wide age range of pupils in a large class has a tendency to increase social and emotional problems which deter learning.

(*c*) Educational problems which can be routinely handled in a small group take on the proportions of great obstacles in a large class.

(*d*) It is most difficult to discover, explain, correct, and recorrect children's needs in a large class where there is not time enough to reach all.

(*e*) Pupils are deprived of that individual attention gained in teacher-pupil relationship which is basic to constructive pupil growth.

(*f*) Evaluating, checking the written papers of pupils, and keeping careful records of individual progress becomes a hurried and inadequate service.

(*g*) Oversized classes are conducive to teacher frustration which causes a learning loss to the children.

GENERAL STATEMENT

Dr. HANSEN. And I should like to take just a moment, if I may, to review this with you and the members of the committee.

As you will notice from the justification sheet, we are asking for 17 additional elementary school teachers which will bring the ratio down to 30.5. Without these additional teachers, the ratio will be 30.9, which means on the average there will be one additional pupil per teacher.

Senator BYRD. If you get it down to 30.5, it still means you will have on the average one additional pupil to each teacher, won't you?

Dr. HANSEN. If we bring it to 30.5, we will still be half a pupil above standard, on the average.

Senator BYRD. It will really be one pupil. If it is not an even 30, you are still one pupil over, aren't you? If it is 30.5——

Dr. HANSEN. Sir, we are talking about an average situation. If we can analyze the data under paragraph 1, we will understand the significance of the averages.

Senator BYRD. If you get the 17 teachers, you will bring it from 30.9 to 30.5, won't you?

Dr. HANSEN. Yes, sir.

Senator BYRD. Well, that won't significantly lower it, will it?

Dr. HANSEN. It isn't a very significant change. It is not going to solve the problem. We could live without the additional 17. We must be frank about that, but the point I want to make is even with the ratio of 30 to 1, which is the Board of Education standard, we still have large numbers of classes above 30 because this is an average of all the pupils in grades 1 to 6 throughout the city.

PUPIL-TEACHER RATIO IN ELEMENTARY SCHOOLS

Actually, in October 1960, only 24.6 percent of our elementary classes were below 30 in size; 9.6 percent were exactly at 30; 65.8 percent of the classes were over 30 and these served 47,246 pupils.

You see, the problem is, Senator, that we don't have the children under one roof, and so we just can't divide the number of children by teachers.

Senator BYRD. Now, Dr. Hansen, what was it a year ago?

Dr. HANSEN. This preceding year, the pupil-teacher ratio was 31.3 to 1.

Senator BYRD. What was it 5 years ago?

Dr. FOSTER. About 36 to 1.

Senator BYRD. Thirty-six.

Dr. FOSTER. Yes.

Dr. HANSEN. Gains have been made, but our position is that this is a goal which is modest in itself and which ought to be realized as soon as possible, and I am very much afraid that if we lose the momentum of the additional 17 teachers, progress toward the realization of this goal may be permanently suspended.

I should like also to call attention——

Senator BYRD. What was it 10 years ago?

Dr. HANSEN. Ten years ago, we were operating under a segregated school system, and I am going to be, if you will permit me, rather general on this, but the pupil-teacher ratio in the white elementary schools at the time that I have in mind was in the neighborhood of 33 pupils per teacher.

Senator BYRD. Per teacher?

Dr. HANSEN. Yes, per teacher.

In the Negro elementary schools at that time, close to 40 per teacher.

PUPIL-TEACHER RATIO IN OTHER CITIES

Senator BYRD. What are the comparable figures in the city of Baltimore?

Dr. HANSEN. The city of Baltimore is somewhat higher.

We have a table here which shows figures in other cities.

Dr. Foster.

Dr. FOSTER. This past year in Baltimore, the ratio was 32.8 to 1, on the basis of pupil membership on a single day in the fall.

Senator BYRD. Are you speaking of enrollment or average daily membership?

Dr. HANSEN. Average daily membership.

Dr. FOSTER. Not in the case of comparison with other cities.

Dr. HANSEN. I am sorry.

Dr. FOSTER. The comparison with other cities had to be on the basis of membership on a single day.

Senator BYRD. What other cities do you have represented there?

Dr. FOSTER. Philadelphia, Cleveland, St. Louis, New Orleans, Detroit, Pittsburgh, Baltimore——

Senator BYRD. Suppose you read the figures for each of those cities.

Dr. FOSTER. Philadelphia, 36; Cleveland, 35; St. Louis, 35; New

Orleans, 34.6; Chicago, 34.1; Detroit, 33.9; Pittsburgh, 33.4; Baltimore, as I said, 32.8; Milwaukee, 32; San Antonio, 31.7; Houston, 31.2; San Francisco, 31 even; Dallas, 30.6; Boston, 28.3.

PUPIL-TEACHER RATIO IN NEIGHBORING COUNTIES

I also have figures for suburban school systems surrounding Washington.

Dr. HANSEN. Sir, the suburban figures are included in the justification statement already presented. May I make a point in connection with them?

Senator BYRD. Certainly.

Dr. HANSEN. In the neighboring counties, as you will see on the justification sheet, only Prince Georges County has a pupil-teacher ratio above 30. The other counties range from 28.4 to 27.

The point that needs to be stressed in this connection is that when we compare with class sizes in the large urban centers, we are comparing against a most unsatisfactory standard. I think the school superintendents in these cities are uniformly concerned with the problem of class size, among other problems.

Urban centers tend to be faced with tremendous educational responsibilities and less than adequate support to maintain the program needed. In fact, a great deal of emphasis is being put upon this.

So what I am saying is this: that to compare us with a bad situation does not lead to an adequate conclusion with respect to the program we are supporting.

The NEA people advocate a ratio of 25-to-1 in the regular elementary classes. This is getting toward a more workable relationship than is now available in any of the major cities, including Washington.

Senator BYRD. Are the NEA people speaking with reference to urban populations, or rural, or to both?

Dr. HANSEN. This is the average for any class.

Senator BYRD. This is the overall average?

Dr. HANSEN. This is the ideal average.

I would like, if I may, to emphasize especially the justifications presented for this program to reduce class sizes.

Senator BYRD. Certainly.

PART-TIME CLASSES

Senator BYRD. Dr. Hansen, to what extent do we have part-time classes in the District of Columbia?

Dr. HANSEN. We ended this year with 42 part-time classes, and I pause to let Dr. Foster correct me if I am wrong, with something like 1,400 children on part time.

The part-time class situation, however, results from inadequacy of space, rather than inadequacy of number of teachers.

Senator BYRD. Would you mind supplying for the record, if you don't have it at the moment, information concerning the locations of these part-time classes?

Dr. HANSEN. Yes, sir; we have that, I believe, and can supply it immediately or later.

Senator BYRD. Suppose you supply it later.

(The information referred to follows:)

Location of 42 part-time classes in the elementary schools, June 1961

Schoool:	Number of part-time classes
Buchanan	6
Cleveland	2
Emery	2
Garrison	6
Grimke	2
Harrison	6
Kimball	4
Lovejoy	2
Monroe	2
Mott	2
Peabody	2
Young	6
Total	42

Dr. HANSEN. We will also supply a table showing that we can absorb 80 additional teachers in 1961–62, including the 17 for which restoration is requested here.

We can do this without increasing part-time over the amount of part-time we had last October, and then during the course of the year we expect to acquire 70 or so additional classrooms which will make it possible to further reduce part-time.

So my point is that we can easily use the additional 17 teachers without increasing part-time over that of a year ago, and, therefore, we have no hesitancy in suggesting that we take this small step toward the realization of the 30 to 1 goal.

Dr. FOSTER. The table we have here shows the part-time situation as it was last October, and shows what we would expect it to be this coming October with the placement of the 80 additional teachers.

Dr. HANSEN. And we can submit that for the record now.

Dr. FOSTER. That is right.

Senator BYRD. Suppose we have that submitted for the record.

(The information referred to follows:)

Proposed placement of 80 additional teachers requested for grades 1–6 in 1961–62, and their effect on the number of part-time classes

School	Proposed placement of additional teachers in October 1961			Number of part-time classes	
	In standard classrooms	In improvised classrooms	Total	October 1960	October 1961
(1)	(2)	(3)	(4)	(5)	(6)
Aiton	2		2		
Amidon	5		5		
Barnard		2	2		
Beers	1		1		
Blair				4	
Blow				4	
Bruce	1		1		2
Bryan				4	2
Buchanan	1	1	2	6	8
Carver		3	3		
Cleveland				2	4
Cook, J. F	2		2		4
Draper	3		3		
Eckington	3		3		
Emery				2	
Garfield		1	1		
Garfield Annex	2		2		
Garrison	1		1	4	8
Grimke	2		2	2	6
Harrison	1		1	6	8
Hayes				2	
Kenilworth	5		5		10
Kimball	1	1	2	4	6
Langdon	3		3		
Lenox	3		3		
Lovejoy				2	
Ludlow				2	
Maury				6	
Miner	7		7		
Monroe	1		1		4
Mott				2	
Morgan	1		1		2
Moten		2	2		
Nalle	2		2		4
Noyes		1	1		
Payne	2		2	6	4
Peabody				2	
Pierce				2	
Plummer	2		2		
Powell	1		1		
Richardson	1		1		
Rudolph	4		4		
Shadd		1	1		
Simon	2		2		
Tyler		2	2		
Webb, Wm				4	
Wilson, J. O	7		7		
Young				6	
Total	66	14	80	72	72

LOCATION OF PART-TIME CLASSES

Senator BYRD. Can you speak in general terms as to where most of them are located?

Generally, where are the part-time classes? Can you point them out or pinpoint them in certain areas? Where are most of them concentrated?

Dr. HANSEN. Yes, sir

Most of them are concentrated in what might be called the northeast central side of the city, on this side of the Anacostia River, and the far northeast side of the city across the Anacostia River where

there is a rapid increase in the school age population and increasing enrollment in our schools.

ELEMENTARY TEACHING POSITION ALLOWED BY HOUSE

Senator BYRD. Dr. Hansen, how many teachers, grades 1 through 6, did the House allow you?

Dr. FOSTER. The number is 65, including the laboratory schools.

Dr. HANSEN. The House allowed 63 plus 2 for our laboratory schools, two elementary schools which are run in conjunction with the Teachers College.

Senator BYRD. And how many were allowed last year in this same category?

Dr. FOSTER. I can't recall that exactly.

TEACHES STRENGTH IN ELEMENTARY CLASSES

Senator BYRD. What is the total strength of your teachers in this same category?

Dr. HANSEN. In the elementary classes, 2,098 teachers.

Senator BYRD. Now, do you include substitute teachers in this group?

Dr. HANSEN. No, sir. The substitute teachers come under a different category. There is an allocation of funds from which we employ teachers in this category on a per diem basis, so that we employ them only when we have an absence in a classroom and there may be several hundred teachers employed at various times throughout the year.

ADDITIONAL ELEMENTARY TEACHERS PROVIDED IN 1961

Senator BYRD. Mr. Foster, do you have the information ready for us yet?

Dr. FOSTER. The number of teachers added last year for grades 1–6 was 115 in the regular elementary schools, plus 8 in the two laboratory schools.

COUNSELORS IN ELEMENTARY SCHOOLS

Senator BYRD. With reference to counselors in the public elementary schools, wouldn't the addition of counselors to the elementary schools contribute to further fragmentation of the services to the children?

Dr. HANSEN. No, sir.

Senator BYRD. How will the children know to whom they are finally responsible?

Dr. HANSEN. Do you want to introduce the subject of counselors at this point, or shall I just respond to this question?

Senator BYRD. Well, you can respond to this question at this point.

Dr. HANSEN. Thank you. I would like to have some time on the counselors.

But the question specifically should be answered as follows: The pupils would still be responsible to the teacher in the classroom. This is their first responsibility. The presence of counselors in any school building—you know, of course, that we have them in the junior and

senior high schools—does not result in any reduction of the authority of the teacher in the classroom to manage her class. The counselor serves as an adviser to teachers at times when pupils have problems with which the teachers need help. A counselor may advise as to the placement of pupils in a particular group or class, but if she does that, she is working in an advisory capacity without in any way reducing the authority of the teacher, or fractionizing, as is suggested in the question. Actually, this supports the authority of the teacher and it increases the capacity of the principal to function as an administrator and supervisor of education in the buildings.

TEACHER TURNOVER

Senator BYRD. Dr. Hansen, back to the subject of teachers: Do you have a considerable turnover in the number of teachers?

Dr. HANSEN. We do. I think it is not unusual. As I remember, it runs about 13 percent. This is not an excessive amount, although we would certainly want to reach the point in our school system when we can acquire a larger number of career teachers through improved working conditions, including a lower pupil-teacher ratio, higher salaries, and improved supplementary services.

We have the problem of the temporary teacher which is primarily one of transiency rather than quality of performance.

We think that as we add services to the schools, such as reducing class size to the point where a teacher can feel that she is doing something with children, and getting counselors, this will tend to improve our capacity to attract teachers.

Senator BYRD. You have a turnover of 13 teachers per hundred?

Dr. HANSEN. That is about right.

Senator BYRD. Why does the District have such a turnover?

Dr. HANSEN. Dr. Foster, do you have an analysis there?

Is my figure 13 about right?

Dr. FOSTER. It was 13 percent in 1958–59 and 14 percent in 1959–60. We don't have it yet for the school year just ended.

Dr. HANSEN. We have a table here which shows the reasons for leaving. These include retirement, of course, and resignation for personal reasons.

Senator BYRD. What percentage do retirements account for, what portion of the 13 percent?

Dr. FOSTER. Of the 14 percent in 1959–60—converting the 14 for a moment into 100 percent——

Senator BYRD. You say 14?

Dr. FOSTER. 14 percent turnover.

Senator BYRD. Instead of 13?

Dr. FOSTER. Yes.

Dr. HANSEN. It was 13 in the preceding year.

Dr. FOSTER. For the year 1959–60, considering those who left the system as 100 percent, 16.5 percent took leaves of absence; 25 percent resigned; 17.7 percent retired; 6.9 percent had their employment terminated before the year was over; 1.1 percent died; and 32.6 percent were temporary teachers whose appointments automatically ended at the close of the year. Some of the latter group may have been reemployed the next year.

Dr. HANSEN. Very possible.

Dr. FOSTER. That accounts for the entire group, a total of 611 teachers leaving.

Senator BYRD. Does that conclude the statement?

Dr. HANSEN. Yes.

ADDITIONAL TEACHERS UNDER HOUSE ALLOWANCE

Senator BYRD. The House gave you 115 last year. Again, how many did the House allow this year?

Dr. HANSEN. This year I believe it is 65.

OVERALL SCHOOL POPULATION

Senator BYRD. What is the total population in the classrooms?

Dr. HANSEN. Altogether or in the elementary schools?

Senator BYRD. Public schools.

Dr. HANSEN. 122,000 plus was our peak enrollment in October.

Senator BYRD. What was your population last year?

Dr. FOSTER. That is the population he is speaking of, in October 1960.

Dr. HANSEN. That is for the 1960–61 year. You mean 1959–60?

Senator BYRD. Yes; and what is the estimate for this year? And would you repeat the figure for last year, please?

Dr. FOSTER. The grand total membership in October 1960 was 122,879, and the membership projected for this coming October is approximately 125,900.

Senator BYRD. You have an estimated increase of 4,000 in round figures for the next school year.

Dr. FOSTER. That is right. Of course, only a part of that is at the elementary school level.

Senator BYRD. How many teachers are you asking for?

Dr. FOSTER. All told?

Senator BYRD. Yes. What is your projection for next year, your additional?

Dr. HANSEN. In terms of teachers?

Senator BYRD. Yes.

Dr. FOSTER. We are talking about grades 1 to 6, I assume. The number of teachers in grades 1–6?

Senator BYRD. Yes.

Dr. FOSTER. 2,178 for grades 1–6, not including the laboratory schools.

Senator BYRD. That is your total?

Dr. FOSTER. No. I understood you to ask for the total number of teachers.

TEACHING POSITIONS REQUESTED

Senator BYRD. I am asking how many additional ones you will be wanting. Can you project your figures so we will get some estimation of how many you are going to ask for?

Dr. FOSTER. We are asking for 80 in the regular elementary schools and 2 in the laboratory schools. We are asking for 82 altogether in grades 1–6, and, as Dr. Hansen mentioned, the House allowed 65.

Dr. HANSEN. Sir, may I point out that the 65 we have allocated is simply to keep up with the increasing enrollment. There will be no reduction in class sizes as a result of it.

Senator BYRD. You had 115 added last fiscal year. The House allowed 65 more for fiscal 1962, making a total of 180 more teachers for 1961 and 1962 fiscal years. You are asking restoration for 17 more, which would make a total of 197.

Dr. HANSEN. Sir, the 115 applied to last year would be the year just completed, and this number is incorporated in the 2,098 total. We are asking now for an additional 65 which were granted by the House; we are also asking for the restoration of 17, so we can make a small step forward in reduction of class size.

Senator BYRD. So you will have a total—if the Senate allows 17 more and the House goes along, you would then have a total of 197 more teachers than you had at the end of fiscal year 1960?

Dr. HANSEN. If you mean by a year ago, the year preceding the year which just ended, that is correct.

Senator BYRD. I am speaking in terms of fiscal year budgets.

Dr. FOSTER. Comparing this coming year then with the fiscal year 1960?

Senator BYRD. Yes, sir. Suppose you take 2 years.

Dr. HANSEN. That is a 2-year scope, you see.

Dr. FOSTER. We should point out that the expected increase in the total pupil membership of the school system for that 2-year span is about 8,900 pupils. At the elementary level, it is about 4,600.

Mr. Chairman, we have a table here showing actual growth in membership since 1954 and projected membership for 6 years ahead.

Senator BYRD. We will be interested in that, and we would be interested in the additional comparable figures, going back to 1950.

Dr. HANSEN. That is enrollment figures that you would want back to 1950?

Senator BYRD. This is what I want: I want the population enrollment for each year, starting with 1950. I want the number of classroom teachers each year, starting with 1950, grades 1 through 6, speaking of teachers, and grades 1 through 12.

Dr. FOSTER. We will provide that.

Senator BYRD. And also supply the committee, if you will, with information concerning the number of pupils in kindergarten and the number of teachers. At this point, I might state that in the school year 1947–48, we had a maximum enrollment of 101,177.

So, your maximum enrollment has not increased a great deal. I think it would be interesting to see the figures on the increase in appropriations over that period.

Dr. HANSEN. From 1947 on?

Senator BYRD. Yes; and the increase in the number of teachers from 1947 on.

(The information referred to follows:)

PUBLIC SCHOOLS OF THE DISTRICT OF COLUMBIA

Annual appropriations for operating expenses, pupil membership, and numbers of permanent teaching positions at certain grade levels in the regular day schools, 1947–48 through 1960–61

Year	Adjusted appropriation, operating expenses	Total pupil membership	Kindergarten		Grades 1–6		Grades 7–12	
			Pupil membership [1]	Teaching positions	Pupil membership [1]	Teaching positions [2]	Pupil membership [1]	Teaching positions [2]
1947–48	$19,764,420	92,230	7,040	125.0	45,198	1,302.0	33,800	1,401.5
1948–49	20,037,000	91,219	7,440	137.0	45,866	1,321.0	32,225	1,405.0
1949–50	22,535,260	94,672	7,635	140.5	49,403	1,332.5	31,742	1,394.0
1950–51	23,534,247	94,716	7,496	146.5	50,197	1,399.5	31,660	1,371.0
1951–52	23,932,400	96,936	8,619	153.5	50,707	1,423.5	32,232	1,358.5
1952–53	24,421,200	100,887	9,786	156.0	51,285	1,434.0	34,169	1,380.5
1953–54	26,584,900	103,833	9,799	158.0	53,638	1,471.0	34,224	1,419.5
1954–55	27,626,570	105,473	9,191	164.0	55,213	1,567.0	33,776	1,469.5
1955–56	31,457,000	107,645	9,322	165.0	57,069	1,592.0	33,494	1,437.5
1956–57	32,911,626	108,481	9,496	166.0	58,439	1,689.0	32,033	1,419.7
1957–58	39,430,050	111,114	9,410	163.0	60,555	1,819.0	31,727	1,403.0
1958–59	44,043,668	114,219	9,041	170.0	63,430	1,921.0	31,738	1,384.5
1959–60	47,184,500	117,884	10,095	170.0	64,949	2,026.0	32,217	1,375.5
1960–61	51,730,700	122,879	10,710	170.0	66,891	2,149.0	33,466	1,429.5

[1] Membership in October of each year. Special education pupils are not included.
[2] Itinerant and special education teachers are not included.

COMPARISON OF PUBLIC SCHOOL BUDGET, 1950 AND 1962

Senator BYRD. In the year 1950, looking at the committee reports, there was recommended in the House bill for total operating expenses, public schools, the sum of $20,652,818 and recommended in the Senate at that time $18,602,000.

I am not going to the conference report to see what was agreed upon, but those figures give us some idea of what we were spending for public schools 11 and 12 years ago.

This year the estimate was $54,508,000. The House allowed $53,870,800, and you are asking for a restoration of $500,700.

While we are talking about figures, you have 277 additional positions. Last year's recommendations were for 272. This year, according to my figures, the House allowed 180, and you are asking for 72 here.

Dr. HANSEN. Sir, may I interject a thought here. We certainly will supply this information, but may I suggest for the consideration of the committee certain changes which have taken place since 1947 and 1950 which would increase the cost of services without increasing the amount of services.

One, of course, is the increased cost of operation resulting from salary increases and higher costs of materials and supplies. These do not represent a gain in services. And the second is that some minimum gains in services have been made from a very inadequate position in 1947 and 1950 in terms of, say, class sizes and supplemental services, guidance and testing programs, et cetera, and so the point I would respectfully ask the committee to consider is the relationship of the present expenditure to the need for the development of a school system in Washington which will be capable of performing its responsibilities, rather than relating this to costs 10 years ago when the school system had far fewer responsibilities, or at least had many fewer resources to meet them than now seem to be necessary.

Senator BYRD. Senator Schoeppel.

PUPIL-TEACHER RATIO IN SENIOR HIGH SCHOOLS

Senator SCHOEPPEL. Thank you, Mr. Chairman.

I will try not to be repetitious. There are a few things that I want to clear up in my own mind. I understand that you have been basing these requests on the strict ratio of 25 to 1.

Dr. HANSEN. 30 to 1, sir.

Senator SCHOEPPEL. I am talking about the high schools now, and junior highs. I want to go to the senior high and vocational high school matter. When were we first confronted with a rigid adherence to that?

Dr. HANSEN. The Board of Education has had standards, for many, many years against which to measure class sizes. The present ratio of 25 to 1 has been in effect for at least 6 years and this simply represents an average of the number of teachers in the secondary schools in relation to the number of pupils enrolled.

Senator SCHOEPPEL. That is a standard in this area, I take it, isn't it?

Dr. HANSEN. Yes, I think so. This is a fairly modest standard. The schools in the very well-to-do suburbs naturally go much lower in the ratios because they can supply funds to employ teachers to establish class sizes of much smaller size.

Senator SCHOEPPEL. Well, the point I want to get at is, when we measure the efficiency of a school system—and I am for education, don't get me wrong; I served 15, 16 years on a school board out in the midwestern area, which is considerably different than it is here, I will grant that.

Now, we wouldn't want to say because the ratio was 25.3 to 1 or 26.7 to 1 that that school was completely deficient and in bad shape and had gone to pot. We don't want to leave that impression, do we?

You are striving for the ideal objective in the high school situation here and related educational units on a basis of 25 to 1, aren't you?

Dr. HANSEN. That is correct.

Senator SCHOEPPEL. And generally on that basis and also in your grade school when you made your requests over at the House and before us here with reference to the student-teacher ratio, isn't that right?

Dr. HANSEN. That is right.

COMMENTS ON DAILY AVERAGE ATTENDANCE 1960–61

Senator SCHOEPPEL. So we will get the proper perspective.

Let me turn to the record in the House, page 373. In the senior high academic and art classes, your board standards, as I understand, are 25 to 1. Now you have a daily average attendance there in 1961 of 10,811. I make a distinction between a daily average attendance and your enrollment.

The number of teachers that you had was 455.2. Now, if you divide the average daily attendance by the board's standard, then you would need 432.1 teachers, or, you would have a teacher excess there of 23.1.

Now, let me go to the shop and the home economics where your board standards have been indicated to be 18.1.

Your daily average attendance in 1960 and 1961 was 1,123. The number of teachers you had was 67.6.

Now, if you again divide the average daily attendance by board standards, then you need 62.3, or you have an excess teacher situation of 5.3.

Now, understand, this is in 1960–61.

Your special educational classes—your Board standards have been 18 to 1. Your average daily attendance, I understand, was 23. Your number of teachers was 4.1.

Applying the same standard, as I indicated before, you have a teacher need of 1.3. So you would have a teacher excess there of 2.8.

Now, let's go to vocational high schools. In your academic and related subjects, the Board standards have determined that you should have a ratio of 25 to 1. Your average daily attendance there, 1960–61, was 996. Your teachers are 63.7.

Now, if you divide the average daily attendance by your Board standards, then you need 39.8 teachers, and you have an excess there of 14.9 teachers.

Let's go to the shop and home economics and arts classes where you have established an 18-to-1 ratio. You have 1,048 average daily attendance in 1960 and 1961. You have 82.9 teachers.

If you divide again this daily average attendance by the Board standards, then you needed 58.2, or you have a teacher excess there of 22.7.

Now, when we add the teacher excess, using this kind of a compilation—I know no other way for me to approach it other than taking the facts and figures in the records that we have before us—it shows that you have an approximate teacher excess of 70.8.

TRANSFERS OF TEACHERS FROM SENIOR TO JUNIOR HIGH SCHOOLS

Now, that indicates to me this question: Can you transfer or do you make a policy of transferring some of these teachers around, or do you do that, or can you do that?

Dr. HANSEN. Yes, sir.

May I say that we transferred 20 positions from the senior high schools——

Senator SCHOEPPEL. I mean can you transfer these teaching positions?

Dr. HANSEN. That is correct.

We have done that in the past. We have transferred 20 positions in the last fiscal year from senior high to junior high schools, but I should like, if I may, to discuss the problem which you have identified.

Senator SCHOEPPEL. Surely.

Dr. HANSEN. It is a problem in administration which we have to face as a practical thing.

In the case of the senior high schools, we have a slight overage in teachers in relation to the standards, or had last year. The first point to be made is that next year we expect to be much closer to the pupil-teacher ratio standards of the Board of Education—set by the Board of Education.

Senator SCHOEPPEL. May I state here that according to the record in 1960–61, the estimations that you had 10,811 and you expect 11,072 in 1962. That is not a very large increase, and your excess is 23.1 teachers.

I am trying to harmonize what is before us from the standpoint of the record with what your requests are here.

Dr. HANSEN. Yes.

Senator SCHOEPPEL. Maybe I have gone about this wrong, I do not know.

IMPENDING INCREASE IN HIGH SCHOOL ENROLLMENTS

Dr. HANSEN. No, sir; you have not. That is a highly intelligent analysis of the situation in respect to pupil-teacher standards in the secondary schools, but I would say that our position on the administrative side is affected by certain conditions: One, that we do expect in 1962–63—and I would like to change the record to that—an increase in senior high school enrollments to the extent that we are asking now for additional senior high school teachers in the 1963 budget.

In the light of the impending increase, we determined that it would not be proper, it would not be good administration, to attempt any further transfers of senior high school teachers into the junior high school level.

JUSTIFICATION FOR TEACHER-PUPIL RATIO IN SENIOR HIGH SCHOOLS

One of the problems in the administration of a pupil-teacher ratio system like this is that we are operating our senior high schools in 11 different buildings and with the disadvantage of some subjects, such as advanced mathematics, having classes of 15 to 20 pupils, because this is the total number of requests we have for those subjects, and yet we have to offer them.

We have literally scores of different subjects, as you know from your school background, into which we have to place pupils, and this is based upon their needs for graduation, upon their interests. The result is that when we talk about an average, we are somewhat unrealistic in that we just can't simply divide the total number of pupils by the total number of teachers to come to the kind of administrative pattern we would have ideally.

This, then, is our position in respect to the senior high school, that we thought we could not justifiably increase class sizes in those departments.

Unfortunately, the problem is complicated by the fact that when a high school teacher works, she teaches five periods a day. Pupils are in school seven periods a day, needing attention and additional classes.

So that actually the average class size in many subjects in the high schools is above 30 per class, although the ratio is specified at 25.

Senator SCHOEPPEL. Do all of your teachers teach five classes in your high schools?

Dr. HANSEN. We have other services to offer. For example, the sponsorship of newspapers and yearbooks, dramatics, and athletics, which require the release of teacher time.

Senator SCHOEPPEL. I didn't mean to break in on your trend of thought.

Dr. HANSEN. This is a very good point, because it also increases the size of classes taught by the regular teachers; that is, when you have to absorb the work of several English teachers, this increases the average class size.

So the 25-to-1 ratio at the junior and senior high school levels is not a realistic reflection of the class-size picture.

LARGE CLASSES IN ENGLISH

In fact, we have so many large classes in some of the academic subjects that we are very much embarrassed about it. We know we are not doing the kind of job we should do, for example, in English, where a lot of papers should be corrected, because the teachers are teaching as many as 150 different pupils a day. This is the kind of situation we are confronted with realistically, even though the figures would indicate that we could transfer teachers out of the senior high school. This is the justification for this position. I think it would be very unwise for us and the Board of Education to make such a move.

As a matter of fact, when we can, we will be asking for more teachers to reduce class sizes, particularly in the academic subjects in the senior high schools.

SITUATION IN VOCATIONAL HIGH SCHOOLS

Now, the vocational high school situation is another question. We have five fairly small vocational high schools.

At one time, the Board of Education requested funds to build one consolidated vocational high school, on the ground that we could operate such a school more economically than five separate centers.

The fact that we have these five small schools scattered throughout the city means that we have less flexibility in assigning pupils to classes. This means that many of the academic classes will run small because this is related to the size of the enrollment in the school.

We have made a maximum effort to get a reduction in the need for teachers in the academic subjects in the vocational schools, but we find that every time we move in that direction we are confronted with the necessity of eliminating essential and basic courses. So our problem here is one of the scatter of a school enrollment in five different build-

ings. We could certainly improve it if we had the one single building, but under present conditions, I see no way to effect any tightening up here without seriously curtailing the educational program.

GRADING OF PAPERS

Senator SCHOEPPEL. You mentioned there the grading of papers and things like that. Do you have assistants who grade the papers that are not strictly on the high-teaching-level qualified basis?

Dr. HANSEN. This year will be the second year of a lay reader program, which is just the sort of thing you have described.

Senator SCHOEPPEL. It is working out pretty satisfactorily?

Dr. HANSEN. Yes, sir, and we are very pleased to have the funds put in the budget by the action of the House.

COUNSELING SERVICE

Senator SCHOEPPEL. Now I want to call your attention to a chart on 378.

It was rather interesting to note, as I went over—I don't want to be too critical, but there ought to be some explanation of this.

LENGTH OF SCHOOLDAY IN METROPOLITAN AREA

On page 378, entitled "The length of schoolday for pupils and teachers in the elementary schools in Washington and six school systems in nearby suburbs," it is rather interesting to note that in Montgomery County, Md., it runs, for instance, on grade 1 and grade 6, 6 hours 45 minutes; Prince Georges County, 5 hours 45 minutes to 6 hours 45 minutes, and Alexandria—going to grade 6 now—6 hours 30 minutes; Arlington, Va., 6 hours 30 minutes; Fairfax County, Va., 7 hours; Falls Church, Va., 6½ hours; and Washington, D.C., 5 hours 15 minutes.

And the median, except the District of Columbia, is 6 hours 37 minutes.

It seems to me here that you have a teacher situation that is short-changing some of these youngsters. Give us some explanation of that, because somebody is going to ask us about it.

Dr. HANSEN. Yes, sir.

The Board of Education—this is an administrative responsibility, primarily—has not up to this time, and I am going to be very frank on this, as I hope I am in every case, we have not had a cutoff time at which teachers may leave school beyond the 3 o'clock period. We have under consideration the possibility of establishing a rule which would require teachers to remain officially beyond 3 o'clock.

The fact is, however, that most of our teachers do stay in the buildings beyond that time, although there is no fixed rule requirement.

If you were to visit any of our schools, say, at 4 o'clock, you would find teachers at work there. Sometimes even at 5. Sometimes they have to be asked to leave. So, while we are talking about an official ruling here, we are also cognizant of the fact that most of our good teachers do remain in their buildings far beyond 3 o'clock.

As I say, this is a matter for consideration. It is clear from this record that in terms of our rule we are less strict.

Senator SCHOEPPEL. Yes, because what we are concerned with is a request for additional teachers, additional expense, when it looks like they are putting in far less time than in your surrounding areas and show an inability or, certainly, not a very high degree of desire to help some of these youngsters who really need help for an extra hour or so.

Dr. HANSEN. Sir, I would like to respectfully suggest a separation of this problem from the counselor problem for this reason: that the classroom teacher, if she is a good teacher, and we have many who are——

Senator SCHOEPPEL. I am positive of that.

DUTIES OF TEACHERS

Dr. HANSEN (continuing). Has a personal interest in each of her pupils and she will take time to work with them individually before school or after school, even to the point of going home to visit with the parents. This would still be a responsibility of the teacher.

In addition to that, she has lesson plans to make, papers to check, reports to make out. So that when she does this work either at school or at home, she is giving her time to the responsibilities of her class, the administration and teaching of that class. This is what teachers do in the main when they stay after school. This is not the service which will be added by the counselor. The counselor has a responsibility far beyond this kind of duty.

So what I am saying simply is this, that most teachers will tell you, and I think the records of studies made will show, that either at school or at home and on Saturdays and Sundays, sometimes until 2 or 3 o'clock in the morning, and I know this, because I have seen this happen in my own household, teachers will work at their jobs, way beyond the schedule shown here, simply doing those things which a good teacher does.

Now, this is not related to the additional services we think we ought to get through counseling. Counseling is something in addition to what the teacher does. It is a problem that is not met adequately at this time.

Senator SCHOEPPEL. Do you have a rule here that requires all the pupils and students to be away from the school at a certain time?

Dr. HANSEN. We have no such rule. There may be buildings in which pupils are requested to leave, say, at 3:30 because of conditions affecting traffic safety. In the case of elementary schools, we want the children to get home while the safety patrol boys are on duty and while the policemen are on their special assignments at difficult crossings.

TRAFFIC HAZARDS

So that in a city like this, where there are many hazards, traffic and moral hazards in certain areas of the city, it is a better thing for children to leave school while provisions for their safety are set up. We have no fixed rule citywide on that.

Senator SCHOEPPEL. I think you have indicated to Senator Byrd, chairman of the subcommittee here, the minimum that you feel that

you should have. Listening to the testimony here, I cannot repeat that or ask any questions on that.

Dr. HANSEN. Sir, before you move on, may I present information to the committee with respect to the class size at the secondary school level which I think will clarify the point I have been rather awkwardly making?

Senator SCHOEPPEL. Surely.

JUSTIFICATION FOR ADDITIONAL JUNIOR HIGH SCHOOL TEACHERS

Dr. HANSEN. As you know, Senator Schoeppel, we are requesting a restoration of 14 junior high school teachers to reduce class sizes, and while at this level we have an average class size in excess of standard, this will demonstrate the problem of class size in the senior high schools as well.

You will note in the table that with the present pupil-teacher ratio of 27.2, we have 3,790 classes over 25 pupils, involving 137,353 pupil-hours of 86 percent of the total teaching load. This means that we have a critical problem in respect to class size involving 86 percent of our pupils in the academic subjects.

Now, we have tables similar to this for the senior high schools. I didn't bring one along, but even with the ratio slightly under 25 to 1, we have far too many classes in the academic subjects above 25.

Senator SCHOEPPEL. I understand that your daily schedules in the junior and senior high schools is worked out on the basis of a 43 minimum period for each teacher, having one period off, of course, for lunch, and a minimum of one period off; hence no teacher teaches in excess of five periods—I think we brought that out a moment ago—and spends in the classroom at actual instruction something about in the neighborhood of about 3½ hours a day, or 17½ hours a week. I hope that is not considered excessive.

Dr. HANSEN. Sir, I don't know how to measure this. I want to tell you from my own experience as a teacher that if you are teaching five classes, plus a section—and most of these teachers have a homeroom section in addition to that—and I was much younger in those days, you leave the school building virtually exhausted. But this is if you are trying to do a real teaching job. This means having an impact upon 150 different personalities in the course of a day, and I think that those of us who had this experience can well understand how a teacher gives of herself each day in attempting to understand and meet the different personalities that she has in class. Some of them are very difficult to understand, as you know, and she comes out of the day pretty well exhausted.

Actually, the 5-period day is an excessive load for teaching day after day. We just don't get the maximum amount of teaching from the teacher when she has to work with that kind of load.

I think, to illustrate, as you get into the college level, the number of hours of teaching per week ranges from 12 to 16, with time for preparation and study, and with none of the extra duties which high school teachers have because the teacher is more than just a classroom person. The high school teacher has responsibility for helping to supervise the building as a whole. She often has extra-curricular duties, clubs, personal conferences with parents. She has responsibility for planning activities with the youngsters and working with them, counseling with them.

So, I am trying to be justified in making response to your point, Is this excessive? by simply saying under present conditions we have to tolerate this, but in relation to ideal conditions where the teacher really functions to the maximum, this is excessive.

Senator SCHOEPPEL. Thank you. I believe I have no more questions, Mr. Chairman.

JUSTIFYING OF REQUEST FOR TEACHERS IN JUNIOR HIGH SCHOOLS

Senator BYRD. Dr. Hansen, do you have any comment you care to make in connection with the second item on page 50 of the memorandum, Teaching Service in Junior High Schools, $73,966, which would provide for 14 teachers?

Dr. HANSEN. Sir, I presented a document here which you may have, which I would like to review briefly with you. I have already touched upon it.

In 1960–61, this is the year just completed, our ratio in the academic classes was 27.2. The 14 additional teachers will bring the ratio to 26.4, which is somewhat closer to the 25 to 1 approved by the Board.

HOUSE ALLOWANCE

Senator BYRD. How many additional did the House allow?

Dr. HANSEN. The House allowed 56 for regular classes and 28 for special classes, 84 all together.

I should like to make the point, too, that we are witnessing an increase in the number of enrollments in the junior high school. As a matter of fact, prior to 1958, we were at the Board standard in the junior high schools. We were in a sense caught short. We just didn't ask for teachers soon enough to maintain the standards which had already been achieved. The result is now that we are way over and the effect of this in terms of numbers of pupil hours concerned is indicated in the table which I have given you.

Senator BYRD. How many additional positions were allowed last year in the same category?

Dr. FOSTER. There were 54, all of them in the regular academic category.

Senator BYRD. Senator Schoeppel, do you have any further questions?

COUNSELOR SERVICE

Senator SCHOEPPEL. I would like to ask just a couple more questions on this counselor service.

That is a relatively new service, isn't it?

Dr. HANSEN. It is not new to the secondary schools. It would be a new program for the elementary schools.

Senator SCHOEPPEL. In your elementary schools?

Dr. HANSEN. Yes, sir.

Senator SCHOEPPEL. That is what I was wondering about.

You already have a department of pupil appraisal to assist the teachers?

Dr. HANSEN. We do, sir.

Senator SCHOEPPEL. Would either one of these be a duplicating function?

Dr. HANSEN. No, sir. The Department of Pupil Appraisal is responsible for testing, survey evaluations, and individual clinical tests of children who have extraordinary problems, who need to be given thorough examinations.

This is a major function.

The Department is also responsible for psychological services. We have a limited number of psychologists assigned to all of our schools on a prorated basis, including secondary schools, and they work on a limited amount of time in each building, working with testing in the building and individual pupil study.

The counselors which we are asking for would not overlap these services.

Senator SCHOEPPEL. They would not?

Dr. HANSEN. They would not, but they would be coordinated with existing services to pupils and would certainly use the services of the pupil appraisal department in getting test results, and so on.

Senator SCHOEPPEL. From the standpoint of the record, of those who might want to read it, what do you mean by the track system of education? Would you give us something in the record?

TRACK SYSTEM OF EDUCATION

Dr. HANSEN. Yes, sir; I would be very happy to.

This is a system of ability grouping. We have four tracks or four different curriculum levels at the senior high school. One is the honors group for the brighter children who are put together in classes in English and other subjects.

The second is the college preparatory group which is somewhat less gifted, or a group of students who do not wish to undertake the more difficult honors program.

The third is the general group, those who plan not to go to college, or who would not qualify in terms of achievement level for placement in the more difficult courses, and the fourth is the basic curriculum for the students who have a severe retardation in the academic subjects, who need emphasis upon the basic reading program, and who have to have a special kind of instructional program because of their retardation in achievement.

Senator SCHOEPPEL. Do you do this early in the grades?

Dr. HANSEN. Yes, sir. We have now in the grade schools a three-track system. We begin with the organization of special classes for slow learners even in the first grade, although generally most of the slow pupils have transferred into the track for the very slow learner at the third- or fourth-grade level.

We have a central group, consisting of average or regular pupils within regular classes, and beginning in the fourth grade we have an honors program where we collect the gifted children for special groupings and special instruction.

These three tracks now run from kindergarten and fourth grade through the ninth grade, including junior high school.

Senator SCHOEPPEL. Does the teacher within this room or within this one class operate on that basis?

Dr. HANSEN. No, sir. This is done by classes, rather than within classes.

Senator SCHOEPPEL. I see.

Dr. HANSEN. May I say at this point—well, I don't think we need to justify this type of organization to get a better educational achievement by all of these students, but we do need to say that in order to make this kind of program effective we have to have the personnel to assist in the selection of children and the placement in the categories where they will get the maximum kind of education.

In other words, this increases the amount of counseling services needed in the elementary school so that we can identify the gifted child early enough to get him over into these classes, so that we can identify the slow child quickly enough to get him into the proper classification, not only for his sake but for the improvement of education of the children in the regular classes. As you know, if you get too much of a range in a class, you have a difficult class situation and the brighter child may suffer.

This is one of our strongest justifications for the counselor position.

Senator SCHOEPPEL. For the benefit of the record, can you give us a brief explanation of the Amidon plan, or is it in the record?

Dr. HANSEN. It is in the House record.

Senator SCHOEPPEL. Well, let's skip it. Let's don't duplicate it then.

Thank you very much.

COUNSELOR POSITIONS REQUESTED

Senator BYRD. Now, Dr. Hansen, while we are on the counseling service, you were asking for two counselor positions?

Dr. HANSEN. We are asking actually for 12.

Senator BYRD. Two counseling positions for the senior high schools?

Dr. HANSEN. Yes.

Senator BYRD. And you are asking for 10 counselors in the elementary schools?

Dr. HANSEN. Yes, sir.

Senator BYRD. $19,154 for senior high schools, $63,891 for elementary schools. Is that correct?

Dr. HANSEN. That is correct.

ADDITIONAL CLERICAL AND SECRETARIAL SERVICE REQUESTED

Senator BYRD. I belive you are also asking for clerical and secretarial service, item No. 8, in the regular day schools, $4,370 for one clerical assistant to one of the counselors, is that true?

Dr. HANSEN. Yes, sir.

Sir, may I introduce justifications for the counselor request at this time while we are on the subject?

Senator BYRD. I think you should.

Dr. HANSEN. I have a statement here requesting support of our counselors at Ballou, which I should like to present for the record.

Senator BYRD. That will be included in the record.

(The information referred to follows:)

JUSTIFICATION FOR COUNSELORS AT BALLOU

1. A senior high school educational program requires the services of at least two counselors. All other District of Columbia high schools are provided with two counselors as an integral part of their plan for meeting the imperative educational needs of adolescent youth.

2. The Ballou senior high school counselors, as part of the educational program of the school will function by—

(*a*) Interpreting the intelligence, achievement, and aptitude test results of more than 900 students as a means of determining the understandings, skills, and knowledges needed by the individual students to make their high school education productive.

(*b*) Providing teachers, through educational conferences, with a better understanding of the individual needs, strengths, and weaknesses of their students and thereby increasing the opportunities for student success.

(*c*) Interpreting the educational program of the school to the home through guidance in the choice of school electives to avoid the tragedy of "square pegs in round holes."

(*d*) Providing guidance to students as they face the tasks of intelligent choices in—

(1) Further education—kind, character, requirements, and availability of colleges.

(2) Social and extracurricular activities—balancing those which give individual satisfaction with those that are socially useful and educably productive.

(3) Vocational opportunities—job opportunities in terms of abilities, present needs, future avenues of opportunity.

(*e*) Utilizing community services to develop and maintain—

(1) Health and physical fitness.

(2) Basic welfare needs of food, clothing, and shelter.

(3) Financial assistance where necessary.

(*f*) Cooperating closely through guidance with the successful operation of the multiple-track program.

(*g*) Saving the supervisory time of principals and the instruction time of teachers by dealing with the educational maladjustments of students.

3. The guidance counselors at Ballou will be responsible for the orientation and adjustment of 360 students new to the school; for the special guidance of 340 students on the threshold of choices which will affect their future lives; for assistance to the 240 12th graders who will constitute the first graduating class—with all the attendant problems of the student and faculty related to their new status.

4. The two counselors now at Ballou are on temporary status using teacher salary positions detailed for this purpose. Authorization to establish these positions on permanent status, as is standard in all other senior high schools, is sought in the request for the restoration in the budget for 1962.

JUSTIFICATION OF SENIOR HIGH SCHOOL COUNSELORS

Dr. HANSEN. I would like to take a moment to discuss it, if I may.

Senator BYRD. Certainly.

Dr. HANSEN. The standards calling for two counselors in each senior high school have existed for many years, but when the Ballou High School was constructed, we found that we had failed—a confession of weakness here—to include a request for funds for the two counselors at Ballou.

We were authorized to establish two positions by the conversion of two teacherships, so we are on a temporary basis there at Ballou.

What we are asking for is a restoration of this item so that these two positions can become permanent at the Ballou Senior High School just as they are permanent in all of the other 10 senior high schools in the city.

Of course, we have given you the justification for the counselors, but I think this is almost unnecessary because I know you are aware of the importance of counselors, and the question is whether they should be made permanent or should not, and we believe this should cleared up.

JUSTIFICATION FOR ELEMENTARY SCHOOL COUNSELORS

The next is a justification for the counselors in the elementary schools.

I have already said quite a bit about this, but I would like to have the record include this report, if I may.

Senator BYRD. Without objection, it will be included in the record.

(The information referred to follows:)

JUSTIFICATION FOR 12 ELEMENTARY SCHOOL COUNSELORS INCLUDING CONTINUATION OF 2 AT LABORATORY SCHOOLS

The elementary school counselor functions as a resource person to—

(1) Determine the educational potential of individual children from the interpretation of maturity, readiness, achievement, and intelligence test results.

(2) Provide teachers and parents with an understanding of pupil needs through team conferences designed to establish a climate conducive to the optimum development of the child.

(*a*) The staff receives more insight into the children's capabilities and are able to set more realistic goals.

(*b*) Parents find that an opportunity to ventilate feelings and hostilities help to release anxieties.

(3) Assist with the critical needs created because of the high mobility rate.

(*a*) In a sampling of 16 elementary schools in the spring of 1961, with an enrollment of 12,552, pupils admitted during the year totaled 2,403 (19 percent) and those discharged from the same schools totaled 1,692 (13 percent). New admissions and discharges require careful attention to pupils' records, placement in new classes, informing teachers about new pupils. This cannot be done with the present staff.

(*b*) In the school year 1959–60, nearly 5,000 new pupils entered the elementary schools from almost every State in the Union, from the U.S. territories, and from foriegn countries. Most of the students came from the Middle Atlantic and Southeast States. Every entry requires careful counseling, a service not now adequately provided, if these new pupils are to be helped to adjust to new school conditions. There can be no doubt that the present failure in this respect causes loss of pupil time and contributes to behavior difficulties.

(4) Interpret the educational program of the school to the home to help some families relax, others to set firmer limits, and still others to involve fathers in their children's needs.

(5) Recommend the use of special services, when needed, to build up and maintain acceptable academic and behavior standards.

(6) Act to prevent or correct behavior symptoms which could lead to emotional breakdown, academic failure, or the development of a predelinquent pattern.

(7) Identify and plan for the development of talented and gifted children.

(8) Save the time of principals and teachers from policing duties and free them for creative educational activities.

(9) Provide counseling for sixth graders about to enter the junior high school.

In 1961, the transfer of sixth graders to the seventh grade, junior high school, required careful determination of placement in honors, regular, or basic tracks. Better placement than is now possible is needed to prevent loss of time, confusion in classes because of improper placement, and failure to get the best possible achievement from pupils. At best, the elementary principal has no help in placement except that which teachers can give in addition to their heavy teaching duties.

The elementary school counselor provides the basic program upon which secondary school guidance is based.

AMIDON SYSTEM

Dr. HANSEN. In connection with the request for counselors and also for teachers and other services, I want to make the point again, just to clear the record, that the Amidon system, which is a system emphasizing basic education, can function only if adequate supplemental services are supplied.

We have to have children in educable condition when they come into the classroom.

I have been asked, for example, "Why do you favor free lunches for hungry children? You believe in teaching reading, writing, and arithmetic." My answer is that you don't teach a hungry child reading, writing, and arithmetic. He is not responsive. He can't learn. The same problem occurs in the case of a child whose home conditions are unbelievably bad. Unless something can be done in the school to give him additional services and guidance based on understanding, you can't teach him reading, writing, and arithmetic.

Let me give you a concrete illustration. My wife taught last year and has been teaching for a number of years. She found a child in her class who was exceptionally disturbed. He did all sorts of extraordinary things, such as bounding out of the room, screaming, and that sort of thing. It was necessary to use the services of the school social worker whom we happened to have in the building on funds granted from a foundation to make a thorough exploration as to the cause of this unusual behavior.

It was discovered, finally, that the boy was diabetic.

Now, this boy wasn't educable in his condition. He just didn't respond to instruction. In addition to that, he was impeding the instruction of the rest of the class.

So, I just want to say with as much vigor as I can, sir, members of the committee, that when we talk about basic education we are also talking about the educability of a child and this quality of responsiveness to education in the classroom will make the difference between success and failure in the kind of educational program we are attempting to establish citywide in the so-called Amidon system.

So, we say to you, with this in mind, that in order to make it possible for us to demonstrate that this kind of education is productive we must have the services needed to help bring the children to school in an educable condition. I think I need not say that, particularly in urban centers like ours, many, many children have little opportunity for care and attention in their homes and in their communities, and when you come right down to it, the school is their only hope, as we have to do many of the things which we would like to have parents do. And so we say the request for counselors is not at all inconsistent with our move in the direction of highly organized basic education.

I want to make just one other point to show you the problem we have in terms of fluidity of home conditions.

PROBLEMS UNDER ENROLLMENT CHANGES DURING SCHOOL YEAR

In sampling 16 elementary schools last spring, we found that 19 percent of the enrollment of over 12,000 were admitted during the year. This means that in these 16 schools, more than 2,400 pupils entered after the opening of school in the fall. During the same period of time 13 percent, almost 1,700, left these schools. Now, this means that these children were moving mostly within an area.

Senator BYRD. This was a sample?

Dr. HANSEN. This was a sample of the downtown schools. They do not move out of the city but they are moving around, because of home conditions, and this in itself creates a loss to education which has to be made up through additional services.

The handling of the papers alone is substantial; each transfer out requires the handling of 10 or so papers. This is simply an illustration of the kind of conditions with which we are faced in teaching the children and why it is so highly important for the schools to have tools with which to do the job.

PRIORITY IN REQUEST FOR ADDITIONAL COUNSELORS AND TEACHERS POSITIONS

Senator BYRD. Dr. Hansen, if you had to make a choice between counselors and teachers, I realize that it would be an unfortunate and difficult situation, but which would you choose?

Dr. HANSEN. I would choose the counselors, if you would say you can have one or the other.

Senator BYRD. In a situation where you have a 30.9-to-1 pupil-teacher ratio.

Dr. HANSEN. That is right.

Senator BYRD. However, if that ratio were not as good as it is, you might take the other?

Dr. HANSEN. Yes; possibly, although we are dealing here with 17 teachers compared to 10 counselors. If the number of teachers were much larger, my answer might be different. I do say that the teacher is the primary educational agent and she ought to have classes she can work with. But under present conditions, we are so much in need of guidance and counseling in our classrooms and in our school buildings that I have no hesitancy at all in saying to you that I would choose the 10 counselors.

Senator BYRD. Then under the present circumstances, you would choose the counselors over the teachers if you had to choose one over the other.

AVAILABILITY OF QUALIFIED TEACHERS

How difficult is it to get qualified teachers, Dr. Hansen?

Dr. HANSEN. The situation has improved in recent years. Our difficulty is in getting qualified teachers for permanent status. We have very high standards, in which we have been unwilling to make any changes or compromise in order to satisfy this apparent defect in our administration of the schools. We are getting very good temporary teachers. Large numbers of them have degrees, running up

to doctorates. I think of the approximately 1,300 temporary teachers, only about 187, and this is more or less true, have less than the bachelor's degree. Most of these are 2-year normal school people, who come back to teach after having had a preliminary experience of several years and then marriage and family. They are among our best teachers.

What we really need in Washington is a stabilized career situation where, when teachers come in with their husbands—and many of them do and are fine teachers—they will stay. It would relieve the situation.

I might say this. This is another reason we claim that our kind of school system—there are 18 or 19 others in the Nation like this—needs to offer something superior to the suburbs in order to attract teachers, because teaching in a downtown area in a city school system like ours is often very frustrating, disappointing, for reasons I have already demonstrated, such as the mobility situation. Sometimes the conditions getting to and from work are difficult; transportation is difficult; people cannot live within their school area as they can in the suburbs.

The problems the children in poor neighborhoods bring into the schools are sometimes overwhelming, although I must say that many of the problems which children from the best homes bring into their schools are also overwhelming. The result is that we are in competition with the suburbs. Chicago is in a similar situation, and so are many other school systems. In order to meet this competition, we need good working conditions.

Senator BYRD. Let us say you have an applicant who has majored in history, and holds an A.B. degree. Are there any openings for such applicants?

Dr. HANSEN. If I am not misinformed, our situation in certain categories is very strong at this time, especially at the secondary school level. The information given to me last is that people have been selected for all positions, including those we hope we get out of this appropriation (without a commitment of appointment), so the answer would be at the moment, probably not.

But we always say to anybody who is interested, make your application, get it on file, because we have so many unexpected openings. In a large system like this, we have transfers in and out and retirements, et cetera, vacancies, last-minute disappointments where plans do not work out. In the elementary schools, the situation is also in good order at this moment, there being no real vacancies, except that I know from my personal experience of administering at this school level, we have vacancies occurring from week to week. So there is always a welcome place in Washington for the highly qualified teacher and we want them to apply.

STATUS OF TEMPORARY TEACHERS

Senator BYRD. How does the temporary teacher differ from the regular?

Dr. HANSEN. She differs in status, of course, and in some of the salary benefits. She must be reappointed annually, and ultimately she can go to the sixth step of the salary schedule. This is as far as her salary range goes. She is not entitled to as much sick leave as regu-

lar teachers. She cannot participate in the health benefits program because she is temporary under the law and not qualified. So she loses some ground on that score. At the same time, we do not want to make the temporary status so attractive that teachers will not bother to take the examination for probationary appointment. We have a little problem there.

IMPORTANCE OF THE SCHOOL IN SOCIETY

Senator BYRD. Well, Dr. Hansen, you spoke a minute ago of the importance of the school in our society. I want at this point to express my deep interest in the public school system, in the provision of capable, highly qualified teachers, and in the provision for our children of adequate teaching facilities. What you said reminded me of an instance not too long ago when I heard a mother say that she would be glad when school started, because she would then know where Johnny was. I think there was a time when most of the training of the child was in the family unit—the father, mother, brother and sister, perhaps the grandparents sat down around the table together at least twice a day, usually three times a day, and someone from the group reverently bowed and thanked the Giver of all knowledge for the food. Schools were not too plentiful in those days, and teachers were not too plentiful. They had some good ones, as James A. Garfield reminds us. As he said, if his old teacher, Mark Hopkins, sat on one end of the log and he sat on the other, he would have a university. Churches were not altogether plentiful. The circuit rider was in his heyday.

Then came the industrial revolution and men started working in factories. Then followed the First World War and the Second World War and women started working in the factories. I worked with them in the shipyards where they worked as welders and riveters. Men worked on the day shift and women on the night shift. The kids got in whenever they could. They just warmed up a can opener and spread a little peanut butter on the bread, the mother ate when she came home, the children ate when they came home, the father ate when he came home. More and more the burden of developing the child at his most impressionable stage in life fell upon the school. The people of America have not yet faced up to the realization of the importance of a good teacher.

I have been concerned in recent years at the apparent laxity of the educational standards. Upon more occasions than one, I have had the opportunity of taking a high school senior into the produce department of a store and saying "If these sweet potatoes are 2 pounds for a quarter, how much is one pound?" It is amazing how few can readily answer the question.

Too much emphasis has been placed upon the things that are not fundamental to the proper education and development of our youth and not enough emphasis placed upon the real fundamentals—reading, writing, and arithmetic. We have been more interested in big football teams—and these have their proper place—more interested in the frills, and perhaps some of these have a place, and less interested in developing the intellect of our young people.

EDUCATION SYSTEM IN RUSSIA

In Russia, the student goes to school 6 days a week, and completes his secondary education in 10 years. His homework is more exacting, his examinations are more severe, students are given instructions in foreign languages in grade 4, biology in grade 5, physics in grade 6, algebra and geometry in grade 6, chemistry in grade 7, calculus and astronomy in grade 10. And furthermore, practically every student graduating from secondary schools in Russia has had at least 5 years of biology, 5 years of chemistry, 10 years of mathematics, including algebra, geometry and trigonometry, whereas, out of an almost comparable number of students graduating from secondary schools in America, less than one-third have had a single year of chemistry.

Now, it is time that we not only get qualified teachers, but that we get away from some of the frills and get back to some of the hard work in the schoolroom. It is time that we have our children take the hard way rather than the line of least resistance. I do not know how we are going to do it if the parents will not accept the responsibility. I do not know whether the teachers will be able to shoulder it or not.

We have gotten away from another thing that was quite effective when I was in school and I graduated 27 years ago from high school—incidentally, I am still going to school because I understand the need of an education and I realize that one can never be educated enough. At the age of 43, I am still trying to put this philosophy into working practice by going to school at night. I say that to emphasize the importance of getting an adequate education.

FIRMNESS IN DEALING WITH YOUTH

But we have gotten away from one of the very effective instruments that was always in evidence where I attended classes from the primer through the sixth grade in a little two-room schoolhouse. It was a wooden paddle, the teacher knew how to use it, and she did not hesitate to use it. I do not suppose such things are in vogue today very much around the country inasmuch as we have gotten away from the philosophy of firmness in dealing with our youth. We have more or less adopted the philosophy of letting the youth deal with the parents and the teacher firmly.

Well, Dr. Hansen, I realize fully the importance of your task, and I think that dollars spent in the proper education of our children are well spent and that the cost, whatever it is, comes at a bargain. We have only to look at recent events as they have happened in the past 3 or 4 years to see that there has been a great failure, on our part, to develop scientists, engineers, and technicians sufficiently enough to stay ahead of our adversary, the Soviet Union.

So I want to take this opportunity, too, to congratulate you, because I have heard a little bit about you, and from what I have heard, you are trying to do your job and you are living up to your Swedish tradition of tightening up your jaws and boring right ahead when you think you are right.

Now, we may disagree with you some in some areas, but we will try to go along and help where we can.

Dr. HANSEN. May I say, sir, that this is an admirable statement with which I agree fully, with the understanding that by frills, we do not mean teachers and supplemental services. I think we can dem-

onstrate to you that, with vigorous effort on the part of our total school system, we can move in the direction we are talking about.

Perhaps I can clear up one point so that my Danish ancestors will not feel slighted.

Senator BYRD. Dr. Hansen, I certainly understand your interest in clearing up that very vital, important point.

JUSTIFICATION OF REQUEST FOR CLERICAL ASSISTANT

Now, about the clerical system, do you have to have $4,370 for a clerical assistant? Do you not have some flexibility?

Dr. HANSEN. This position is on temporary status now. It is a position used in connection with the followup study which we were authorized to make, with the concurrence of Congress, of the graduates of our high schools. We have a counselor on a temporary status, and if we are authorized to continue this clerical position on a temporary status, we will be very happy and satisfied.

Senator BYRD. You presented this item in the House?

Dr. HANSEN. Yes, sir.

Senator BYRD. And you have a House allocation of $36,457,500 in the actively "Supervision and instruction," which could include this item?

Dr. HANSEN. We can absorb this if we can get the authority to do this on a temporary basis?

Senator BYRD. Senator Schoeppel, do you have anything further on the subject of counselors?

Senator SCHOEPPEL. I just wanted to ask one other question that might be helpful, even though it is not an issue here.

NIGHT SCHOOL FOR ADULTS

You operate a night school here for adults, do you not?

Dr. HANSEN. That is correct, sir.

Senator SCHOEPPEL. How much did the House allow you?

Dr. HANSEN. I believe we had no allowance on it.

Senator SCHOEPPEL. It is probably not broken down in categories, then?

Is there any tuition charge for these adults who attend these schools?

Dr. HANSEN. There is none—yes, if they live outside the District, they pay a nonresident fee. But for local residents, there is no tuition charge.

Senator SCHOEPPEL. Local residents pay nothing?

Dr. HANSEN. That is right.

Senator SCHOEPPEL. It seems to me if the adults take advantage of it, they ought to be willing to pay for it. I understand you have something less than 7,000 students in your night school?

Dr. HANSEN. That is about right.

Senator BYRD. Let us go back to item No. 3.

JUSTIFICATION OF REQUEST FOR TEACHING SERVICE IN SUMMER SCHOOLS

Senator BYRD. Teaching service in summer schools, $28,330. This item will be used for 52 part-time teachers in summer classes. Would you like to comment on this?

Dr. HANSEN. Yes, sir; I would.

The summer school program, unfortunately, has had to be geared to the problem of remedial instruction, so that in the last 4 or 5 years, the emphasis has been upon the reading and arithmetic at the junior and senior high school levels. We have not had enough money to take care of all the children who are eligible for instruction in reading and arithmetic. We think this will take care of 1,400 additional elementary youngsters who will get tremendous benefit out of a 6-week course in reading and arithmetic.

Senator BYRD. How many childern do you have in summer classes?

Dr. HANSEN. In the elementary, junior and senior high school, and the teachers college, our enrollment this summer was 6,732. In the elementary schools, where we are emphasizing the use of these funds, the enrollment was 2,039 children.

Senator BYRD. How many teachers do you have in the part-time summer classes?

Dr. HANSEN. I do not have that in mind, but I can get it. I do not have the number of teachers here.

Senator BYRD. Could you supply that for the record?

Dr. HANSEN. Yes.

(The information referred to follows:)

The number of teachers in the 1961 summer classes for elementary and secondary pupils was 258.

Senator BYRD. Dr. Hansen, you presented this item in the House?

Dr. HANSEN. That is correct, sir.

Senator BYRD. How much did the House allow you?

Dr. HANSEN. There is no application of funds to this program.

Senator BYRD. Shall we proceed to item No. 6?

JUSTIFICATION OF REQUEST FOR SUPERVISORY SERVICE IN JUNIOR HIGH SCHOOLS

Senator BYRD. Supervisory service in the junior high schools, $25,118. Three assistant principals will be provided, is that correct?

Dr. HANSEN. That is correct.

Senator BYRD. Would you like to comment on it?

Dr. HANSEN. We have a program, the Board of Education has a program, to supply two assistant principals in each junior high school with an enrollment of over 800. There are 12 such schools so staffed, but 7 others to be staffed. This is a step in the direction of realizing this particular program.

Now, the justifications for the second position are that in the large junior high schools there are many problems, including disciplinary problems, which exceed the staff capacity presently available, and we have already demonstrated that where we put in a second assistant principal we have better control, better placement of pupils, and better administration generally. So this is a step toward the realization of a goal and there are seven such positions needed altogether.

Senator BYRD. Let me ask you this question. The first and last whipping I ever got in school was for throwing a spit wad. I never threw any more. Are you allowed to whip a student?

SCHOOL DISCIPLINE

Dr. HANSEN. No, sir; we do not use corporal punishment in our school system.

Senator BYRD. Perhaps that is why I see all the windows broken out at Eliot Junior High School.

Dr. HANSEN. Sir, if I thought so, I would recommend to the Board that we introduce corporal punishment. I think the situation is broader than this. Let me tell you why I, at this point, at least, have not favored administering corporal punishment.

Senator BYRD. I think the committee would be interested to know. You say you have serious disciplinary problems. You need assistant principals to cope with those serious disciplinary problems. Yet the teacher is not permitted to discipline the students with firmness.

Dr. HANSEN. The teacher is permitted to discipline the pupils, except for the administration of corporal punishment. When I speak of disciplinary problems, I do not mean to imply that our schools are in disorder; they are not. In the main, the classrooms are in good order and I hope we can keep them that way. I certainly want to invite you to visit our schools next fall, when you have an opportunity, to see the teachers in operation and the stability with which the school system does run. We have letters from visitors all over the country commenting on the quality of behavior; so there is firmness in our school system and I certainly support it. Anything else would be unbelievable.

The use of corporal punishment involves a responsibility that I think is much too heavy to put on the administration of a school or on the teacher. In the first place, many of your youngsters come to school already overwhipped, too much corporal punishment having been used on them. There is a difference. A youngster such as you were would react immediately and constructively to the application of corporal punishment. Other youngsters come into school with such experiences that this is only something more of what they get at home. We sometimes have parents telling us "I will beat my child when I get him home," and that sort of thing.

So our conclusion is that this does not do the job we need to do. Secondly, it is too much responsibility for the teacher to assume. When the child cannot manage himself in the classroom and some kind of corporal action is needed, this should be the responsibility of the parent. We believe that this, therefore, should be primarily a parental responsibility.

I do not believe that our problem will improve at all with corporal punishment. We will have in many cases, I am afraid, extreme use of it, particularly in anger.

We would have other cases in which a teacher herself would be hurt; that is, suffer more from a sense of responsibility in having this right than if she is told she cannot do this and therefore she does not have to worry about deciding whether this time to whip a child or not.

Senator BYRD. Well, Dr. Hansen, again, I make a personal reference. I once had a physics teacher, one of the most capable school principals I ever knew, and if perchance I was looking at something when I should have been paying attention, he was pretty good at throwing an eraser. Sometimes he missed. I once saw him break a meter stick over a student who was unruly. There was no disciplinary problem in that school. We all paid attention. We did not talk back and we learned physics, which we perhaps would not have learned from some other teacher. That is possibly the other extreme. But I have never seen a pancake so thin—and we grow good buckwheat up in Preston County, W. Va.—I haven't ever seen a pancake so thin that it did not have two sides.

I have presented one extreme. I do not advocate that it be fully followed. I am not an educator. Perhaps I do not know what is best. But I have seen a few changes in my short lifetime and I am rather concerned about the disciplinary problems we have in our schools.

We have already agreed that the school is taking the place of the home and I am quite sure you would have your problems with a lot of parents if you touched one of their children. But there are two schools of thought about corporal punishment.

Dr. HANSEN. I must agree with you that this is a two-sided story.

Senator BYRD. I am disturbed when I take my family out on Sunday afternoon for a drive and go around the various high schools, junior high schools, and elementary schools in parts of the city and see hundreds of window panes broken out. I cannot fathom the reasoning behind that kind of activity and I think I can understand why you have some turnover in your teaching positions. I do not think I would want to teach a class which I could not discipline. Because if I could not discipline the class, I am afraid I could not teach it.

All right. Let us move on to supervisory personnel for all school levels.

JUSTIFICATION OF REQUEST FOR SUPERVISORY SERVICE FOR ALL SCHOOL LEVELS

Senator BYRD. Supervisory service for all school levels, $16,945, to provide two positions, two new positions: a supervising director and an assistant director.

Dr. HANSEN. Mr. Chairman, this is the program that comes closest to my heart, if I may use that expression. In our effort to strengthen the content of education, we need to step up curriculum production and we are moving in the direction of trying to specify what is to be taught grade-by-grade so the teachers will know where they stand. So far, we have only one director of curriculum and three clerks in this department. I am not asking that this be introduced into the record, but you may be interested in seeing something that is just off the press, which demonstrates the kind of curriculum development we want to get done in our school system.

Senator BYRD. Thank you, Dr. Hansen.

Dr. HANSEN. This is being built around the idea of the Amidon plan, which is to get down to brass tacks about what ought to be taught.

Senator SCHOEPPEL. Do you mean by that, Doctor, that you have these additional individuals supervise or determine this? Do I understand that you can keep a tab on all phases of this in your construction?

Dr. HANSEN. I work pretty closely with this, but the type of production which is represented here, for example, in identifying what ought to be taught in writing and in speech and in reading has to be done by members of the staff. But we need a staff to do this job.

Senator SCHOEPPEL. What parts do the heads of your departments play?

CURRICULUM DEVELOPMENT

Dr. HANSEN. They serve as chairmen of our curriculum committees to work on the formulation of specific curriculum materials. But we need in the department itself the staff which will make it possible to get these committees going, to evaluate their work, to judge whether they are doing it properly, and to edit the product so that we can get it distributed in suitable form throughout the schools.

This kind of work is done, for example, by a staff of elementary teachers and supervisors under the direction of our curriculum department. We would like to multiply this to include all the different fields of instruction.

Senator SCHOEPPEL. Can't the principals of each of the schools participate?

Dr. HANSEN. The principals do not work directly in curriculum development, in the main. Generally, this is done by people in the department—for example, English, the head of the English department, in mathematics, the head of the mathematics department—and the supervisors, oftentimes, work with the committee to do this job.

Senator SCHOEPPEL. Who makes the final determination?

Dr. HANSEN. Of what is to be approved?

Senator SCHOEPPEL. Yes.

Dr. HANSEN. It all comes through my office eventually and I have to approve what goes to the Board of Education as a curriculum report.

Senator SCHOEPPEL. Thank you.

Dr. HANSEN. Mr. Chairman, I might say just one thing more. We have two salaries, Senator Schoeppel, which are unused at present because of retirement of people in the fields of, in one case, art, I believe, and in the other case home economics. We could, if permitted, reallocate those salaries to these two positions. So if we could get authority from the Congress to do this, additional funds would not be needed; that is, this would not increase the amount of the appropriation.

I want to say just one thing more on this. This is a small item.

Senator BYRD. What category are you speaking of?

Dr. HANSEN. I am talking now about the curriculum assistants. There are two positions there. Unless we do a curriculum job, we cannot get down to the kind of curriculum we want to make the Amidon idea work.

Senator BYRD. Let us move on to No. 9.

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CLERICAL AND SECRETARIAL SERVICE IN DEPARTMENTAL OFFICES

Senator BYRD. Clerical and secretarial service in departmental offices, $4,370.

Dr. HANSEN. This is in the Department of Supervision. There are 15 on that staff of supervisors on the elementary level. One clerk serves all 15 supervisors. The problem is now that the reporting that has to be done has to be done by the supervisory staff rather than the clerical staff. This overtaxes them and keeps them out of the classrooms and out of the professional work we want them to do. This is a highly justified item. It is small, but we would certainly like to have it.

HOUSE ACTION

Senator BYRD. Now, you requested 272 positions, the House allowed 180, and you are requesting 72 more from the Senate?

Dr. HANSEN. That is right.

Senator BYRD. Now, for the record, could you supply information concerning the 108 positions disallowed by the House, concerning which you are not asking the Senate for restoration? Why would you ask for 108 positions in the House that were not given to you and then drop them, drop any defense of them when you come to the Senate?

Dr. FOSTER. I believe there are only 20 that we did not get in the House and are not asking to have restored.

Senator BYRD. That is right. I am in error. Why do you not wish those 20 positions restored? Why do you make no effort to get a restoration of those 20? If it was important to the public school system when you went to the House of Representatives, why is it not as important now?

Dr. HANSEN. Most of these were requested for new schools which cannot be completed until 1963. I have in mind also two positions in general administration which we thought we would postpone for a year. The House granted us one technical position plus a secretary for that department and we thought it reasonable to try to live with that for another year.

Senator BYRD. You can supply this for the record, Dr. Hansen.

Dr. HANSEN. I will be glad to do that.

(The information referred to follows:)

POSITIONS FOR WHICH RESTORATION IS NOT REQUESTED

The following four positions are somewhat less urgently needed than other items in the budget and can be deferred without seriously impairing school services in 1962:

One procurement analyst, supply office
One procurement clerk, supply office
One equipment inspector, school services office
One teacher, practical nursing

The following 16 positions will not be needed in the fiscal year 1962, because the new schools concerned will not be ready for occupancy until the following year:

One principal, new elementary school
One secretary, new elementary school
One engineer-custodian, new elementary school
One assistant engineer-custodian, new elementary school
Four laborers, new elementary school
One principal, new junior high school

Two assistant principals, new junior high school
One administrative aid, new junior high school
One clerk-stenographer, new junior high school
One engineer, new junior high school
One boiler fireman, new junior high school
One custodian, new junior high school

Senator BYRD. We are back on No. 9, the clerk position for $4,370. You presented this item to the House?

Dr. HANSEN. Yes, sir.

Senator BYRD. No. 10.

EDUCATION OF HANDICAPPED CHILDREN IN OUTSIDE INSTITUTIONS

Senator BYRD. Handicapped children in outside institutions, $5,180.

Dr. HANSEN. This may seem like a small amount, but we have received a report of an increase in tuition rate. It is estimated that this will raise the total cost by $10,500 over what was originally requested for this item. Therefore, we are asking for the original amount in full, with the hope that we can absorb from savings the additional tuition cost. We find that it is very, very embarrassing to run short of funds in this particular category, because then a blind or deaf child might be kept out of school.

Senator BYRD. You presented this item to the House?

Dr. HANSEN. That is correct.

Senator BYRD. Senator Schoeppel, anything on this item?

Senator SCHOEPPEL. No; nothing on this item.

DISTRICT OF COLUMBIA TEACHERS COLLEGE (COUNSELING SERVICE)

Senator BYRD. We go to District of Columbia Teachers College, counseling service, $12,700—two positions.

Dr. HANSEN. This we include in the counseling requests. When I said we would take the 10 instead of 17, I should have said 12. These are probably the most important counseling jobs we have now, and we have had them on a temporary basis for several years. These are in the laboratory schools, where the teachers are responsible not only for the education of children but of teachers as well. So we would strongly urge and hope that this item, above all else, would be confirmed.

Senator BYRD. If you do not get them, what would you do, keep them on temporary?

Dr. HANSEN. The House report would preclude it. Unless the conference committee agrees to permit us to continue these positions on temporary status, we would not be authorized to do so.

Senator BYRD. You presented this item to the House?

Dr. HANSEN. Yes, sir.

Senator BYRD. Let us go to operation of buildings and grounds and maintenance of equipment.

OPERATION OF BUILDINGS AND GROUNDS AND MAINTENANCE OF EQUIPMENT

Senator BYRD. Operation of buildings and grounds and maintenance of equipment, $76,255.

The first item is engineering and custodial services, $19,176 to provide 12 laborers.

Dr. HANSEN. May I ask Mr. Riecks to justify the buildings and grounds section?

Mr. RIECKS. These are 12 laborers in five different projects, two elementary schools and three additions to existing elementary schools, all of which will be opening between January 1, and July 1, 1962. As the budget has been approved by the House of Representatives, we will have the top men in each of these schools, but will be unable to supply the laboring force for the cleaning, setting up, and so forth that is needed, particularly in the two large elementary schools that we are taking into our school service.

Senator BYRD. Can you be definite about the date?

Mr. RIECKS. Yes, the dates are firm in each case. The Houston Elementary School is January 31, 1962. That is four laborers in that particular school and is a 31-room building.

The Watkins Elementary School will not be as severe a problem because we will not receive that until May 1962. That is also four laborers.

The Barnard Elementary addition, two laborers, we receive February 15 of 1962.

The Kenilworth Elementary School in March—that is one laborer—and the Deal Junior High School addition in May, one laborer.

Senator BYRD. Senator Schoeppel?

Senator SCHOEPPEL. It would seem to me if you have these buildings coming in at that very time, it would certainly be foolish not to permit you to have proper help and assistance.

Senator BYRD. Did the House specifically deny this item?

Mr. RIECKS. No, sir, it was a financial limitation.

Senator BYRD. All right, suppose, then we move on to No. 2, Operational supplies and utility services, $12,902.

OPERATIONAL SUPPLIES AND UTILITY SERVICES

Mr. Riecks, would you like to speak to this item?

Mr. RIECKS. This in each case is a question of custodial supplies and fuel for heating. We have, due to this past severe winter, been hitting into our stored supplies of fuel. We did have a considerable margin that we have been able to build up in our schools, where we have large storage capacities—storage of fuel which we had to dig into considerably during this past difficult winter, and we were hoping to get this additional money to supply the funds that we need to pay for the operation of the new buildings that we are taking into our service.

BROKEN WINDOWS

Senator BYRD. I suppose those broken windows will be repaired before the snow falls?

Mr. RIECKS. Yes, sir, we will make every effort to.

Senator BYRD. I assume they were repaired last fall?

Mr. RIECKS. We have adopted a process, Mr. Chairman, by which the window is filled as soon as, or within a day or two after it is broken, by a piece of wallboard which is supplied to the school and the work is done by the maintenance man in the building. That keeps the weather out, although it prevents light from coming in. It keeps the weather out until the time that the glaziers come to the building. Actually, it is impossible with the existing staff and force that we have, to take care

of all of these buildings in the interval until the snow falls, but we do take care of the weather conditions that would cause the building to be poorly heated.

Sentor BYRD. This would certainly have a bearing upon the heating of the building and certainly upon the discomfort of the students if those windows were not fixed, would it not?

Mr. RIECKS. Yes, sir.

Senator BYRD. The windows that I saw broken last Sunday, when will they be fixed?

Mr. RIECKS. Before the school heating starts, at least before we have to put any heat in the building to keep the pupils warm.

Senator BYRD. I assume, then, that those were all in when the school term ended last spring?

Mr. RIECKS. We stop the latter part of May the restoration of broken windows, Mr. Chairman, because we have found that once the summer days, the late spring and early summer days come, there is a considerable increase in window breakage. The months of June, July, and August are our worst months.

TOTAL EXPENDITURES TO REPAIR WINDOWS

Senator BYRD. How much money is spent in repair of windows?

Mr. RIECKS. Last year in excess of $72,000.

Senator BYRD. Would screens prevent the windows from being broken?

WINDOW SCREEN PROGRAM

Mr. RIECKS. We have such a program, Mr. Chairman. We have spent in excess of $25,000 each year on window screens in existing schools over the last 7 years, and in all new buildings that we have built for the last 3 years, we have installed window guards as a standard, money for which is included in the basic appropriation.

Senator BYRD. How do you find that the window screens stand up against the stones?

Mr. RIECKS. Very definitely. For instance, you spoke of Eliot Junior High School. Eliot used to be one of our most severe problems, because of excess breakage. It is still a severe problem, but not as bad as some of the others, because 2 years ago we installed window screens at Eliot and reduced it in 1 year from a high of approximately 640 windows in one September. After the window guards were installed, it was reduced to just over 200 the following September.

Senator BYRD. What are some of the locations that are worse than Eliot?

Mr. RIECKS. Certain sections of the far northeast, in the isolated areas where there are not houses close to the schools, and in the far southeast.

Senator BYRD. Name some of the schools. I would like to visit some of them.

Mr. RIECKS. The Shad Elementary is a very poor location. That is at 56th and East Capitol.

Senator BYRD. That is worse than Eliot?

Mr. RIECKS. That is worse than Eliot, yes, sir. The Merritt Elementary, which is at 50th and Hayes, is also a bad school. We also have the Carver Elementary.

Senator BYRD. Would you give me the location so I will find the schools without too much difficulty?

Mr. RIECKS. I would be glad to supply that for the record.

(The information referred to follows:)

PUBLIC SCHOOLS OF THE DISTRICT OF COLUMBIA,
Washington, D.C., August 18, 1961.

Hon. ROBERT C. BYRD,
U.S. Senate, Washington, D.C.

DEAR SENATOR BYRD: The following list of schools are the schools having the highest total number of window lights or panes broken as of August 1, 1961:

School and address	*Number of panes*
Eliot Junior High, 18th St. and Constitution Ave. NE	446
Mott Elementary, 4th and W Sts. NW	415
Garfield Elementary, 25th St. and Alabama Ave. SE	288
Logan Elementary, 3d and G Sts. NE	288
Barnard Elementary, Decatur between 4th and 5th Sts. NW	265
Richardson Elementary, 53d and Blaine Sts. NE	260
Kelly Miller Junior High, 49th and Brooks Sts. NE	255
Paul Junior High, 8th and Oglethorpe Sts. NW	255
Phelps Vocational High, 24th and Benning Rd. NE	228
Buchanan Elementary, 13th and E Sts. SE	215

I shall be glad to furnish any further information upon request.

Respectfully yours,

JOHN M. RIECKS,
Assistant Superintendent in Charge of Buildings and Grounds.

WALKER-JONES SCHOOL

Senator BYRD. How about Walker-Jones?

Mr. RIECKS. Walker-Jones is bad, but not as severe as some of the others, because it is in the highly populated section of the city.

Senator BYRD. That is a new school, is it not?

Mr. RIECKS. Yes, sir.

Senator BYRD. Do you contract the repairing of the windows?

Mr. RIECKS. No, sir, that is done by our existing Department of Building and Grounds.

Senator BYRD. All right. Have we adequately covered this item?

Senator SCHOEPPEL. Let me ask you this. These kids play on these school grounds, of course, after school hours and during the recess periods—during the recess in the school term. Do you have any plan for some of these schools for having someone, maybe not listed as a guard, but supervising these properties? Has that been tried or do you have this vandalism despite that?

Mr. RIECKS. We have, of course, the District of Columbia recreation program in several of the schools.

Senator SCHOEPPEL. I know.

Mr. RIECKS. Those people supervise the area until they leave. Then we have introduced in our junior high schools a nighttime cleaning which carries the school through approximately 10 o'clock at night in all of these schools. Our senior high schools are covered through the early morning hours. So in our junior and senior high schools, where we have sufficient manpower within the building to adequately cover the building, we do not have as severe a problem as we do in the elementary schools, where the small size force makes it impossible for us to have any night cleaning. In most of our elementary schools, the man leaves the building at approximately 5 o'clock. The Board

of Education introduced and tried to get community programs started in regard to looking after these buildings. That was successful at first.

For instance, last year, the cost of breakage was reduced in excess of $3,000 over the previous year and we felt that that was due primarily to the programs that were started, instigated by the Board of Education, spearheaded by the principal in each community, and the community organization—some communities doing much better than others—in an effort to take care of it.

Senator BYRD. The committee will stand in recess until 2 o'clock this afternoon.

(Whereupon, at 12:30 p.m., the hearing was adjourned, to reconvene at 2 p.m. of the same day.)

AFTERNOON SESSION—WEDNESDAY, AUGUST 16, 1961

PUBLIC SCHOOLS

STATEMENTS OF WESLEY WILLIAMS; DR. CARL F. HANSEN; JOHN M. RIECKS; AND DR. RICHARD R. FOSTER—Resumed

GENERAL STATEMENT

Senator BYRD. The committee will be in order.

Senator McGee.

Senator MCGEE. Mr. Chairman, I looked back just a second here at some of the things that you went through this morning. I had to fill in for Senator Hayden on the Export-Import Bank hearing, and I couldn't get over here.

Senator BYRD. I know you have been very busy, Senator McGee. You have expressed interest already.

Senator MCGEE. I am particularly interested in this phase of the District activities, above all others, if you want to separate them on a priority basis, and in lending whatever support I can to two special items that are very close to me personally.

One is the support of every attempt to try to lower the size of classes, and the other is to try to provide more counselors.

I say that partly as a one-time teacher and partly as a parent who has been deeply concerned.

SIZE OF CLASSES

When we came to the District originally and put our children in the District schools, I think that which was toughest on my kids in making the adjustment was the size of the classes. We thought we saw a very measurable difference between the situation here and that which we left in Wyoming. Maybe they had been spoiled, but out there they try to hold the classes down to 20 or 25, and the classes in which they entered were running 40 and 45 in some instances.

Likewise, on the high school level, while there were selected classes that were not excessively large, they were specialized classes. The very general classes that almost everybody takes were bulging, and we thought this had a deteriorating effect on the process that our own children were going through.

So, I carry a particular brief for any move that we can make to lower the size of the classes.

COUNSELORS

With regard to counselors, having had some of this imposed on me from time to time, in addition to teaching, I must say that, too often, we disposed of problem cases with a lick and a promise and a hope that it would go away if we were just patient enough. We could write down on our chart that we had another student conference today, and hope that the problem discussed would disappear before the need for any additional conferences. This is not an adequate way, in my judgment, to take care of some of these problems particularly emotional problems that are emerging at the junior high and more so the senior high level especially in an area where we have the interplay of forces that we have here in the District. I would think that it would be difficult to exaggerate the importance of extra counselors for the benefit of the students involved.

The average teacher who has his hands full to begin with is likewise probably not in the best position to meet the variety of counseling situations that are thrust upon him.

Those are two areas, Mr. Chairmen, where I wanted to lend whatever little emphasis I might.

As I say, I regret very much having to miss that phase this morning, but I have had my say, I will keep my peace, let's go on where you left off.

Senator BYRD. Thank you, Senator McGee.

The subcommittee and the full committee appreciate this expression from you, particularly in view of your experience as an educator.

The committee is very well aware of your reason for not being present this morning, and if I were in your position, I would have acceded to the chairman's request just as you did.

FRANKLIN TEST

Now, Dr. Hansen, what is the so-called Franklin test?

Dr. HANSEN. I am not too sure what that term means. I suspect it may refer to the examinations required of teachers as they come into the school system. These are not actually given at the Franklin, but they are associated with the administrative office.

Senator BYRD. Is the Franklin examination presently being utilized in the District?

Dr. HANSEN. Yes, sir. We use the national teacher examination for the elementary teachership. This is an examination administered by the Educational Testing Service, Princeton, N.J., and used nationally by many school systems. Then in special subjects, say, for example, English, mathematics, and science, the examination questions are made by the heads of departments and administered by our chief examiner to those who are applying for positions in these subjects. These are the Franklin examinations.

Senator BYRD. How many people and how much a month are involved in administering the Franklin examination?

Dr. HANSEN. It would be very difficult to reduce this to money without making a special study of it. We have a chief examiner who is in the Personnel Department. One of her important duties, among others, is the administration of the examinations, evaluation of credits, credentials, et cetera, and I suspect a part of the staff in the Personnel Office could be indexed against this particular operation if we

wanted to make an estimate of cost there. Then, in addition to the staff itself, the time of other personnel would be involved. For example, the head of the English department is given time for preparation of the examination and the preparation of results. This would be true of other department heads. So that in a way this involves every department head whenever there is an examination given in the department. But this is a part of a duty, supervision, and it would be difficult, I suppose, to estimate the amount of time given.

Senator BYRD. Can you supply for the record additional information in answer to this question?

Dr. HANSEN. I would be very happy to.

(The information referred to follows:)

The cost of selecting the personnel for probationary appointments in the public schools of the District of Columbia would be very difficult to estimate. This process, through written, practical, and oral examinations, involves the services of many school officers, teachers, and other employees.

The chief examiner, a major portion of whose time is devoted to examinations, utilizes the service of most supervising directors and directors, as well as some assistant superintendents, in preparing and correcting written examinations.

The supervising director of business education, in addition to preparing and correcting written examinations, prepares, conducts, and evaluates practical examinations for teacher candidates in that field as well as for all candidates for probationary clerical positions. Special oral examinations are prepared and conducted by the supervising director of modern foreign languages. This oral examination is used to test the fluency of candidates. The supervising directors in nonacademic subject fields prepare, conduct, and evaluate practical examinations to test the teaching ability of candidates in fields such as home economics, physical education. etc. These examinations are arranged with actual classes in the public schools. The director of school attendance and work permits prepares and corrects the examinations for attendance officers. The assistant superintendent in charge of pupil appraisal conducts all written and practical examinations for that department.

The members of the Board of Examiners, which consists of principals, assistant principals, supervising directors, and teachers, proctor written examinations and sit with the chief examiner on oral examinations. An oral interview with the Board of Examiners is required of all successful candidates for probationary appointment.

The candidates for licenses to teach in kindergarten and grades 1–6 pay a fee of $11, which covers the administration of the national teacher examinations and notification to the chief examiner and the candidate of the results of the tests.

The Chief of the Health and Examining Service, District of Columbia Department of Public Health, administers physical examinations to all candidates who sit for written examinations, including those who take the national teacher examinations.

The assistant superintendent in charge of personnel, together with selected school officers, travels to various colleges for the purpose of recruiting applicants to take the written examinations.

The clerks in the Office of the Board of Examiners perform routine evaluations to determine eligibility for admission to examinations, and notify candidates of eligibility and also the results (passing or failing) of examinations.

JUSTIFICATION OF PROCEDURE

Dr. HANSEN. And also, may I suggest as justification for the procedure, that we have often questioned whether we should give such examinations as these, but upon examination of test results over a period of years we find that many applicants are unsuccessful, and it is my impression that if we were to eliminate this procedure we might then bring into the school system on the basis of other credentials teachers who just don't have the basic intellectual capacity that we believe is required of a teacher.

Senator BYRD. Perhaps already, at least partially, you have answered by next question, but I would like to present it to you:

NATIONAL TEACHERS EXAMINATION

Why cannot the Franklin test be eliminated and recognition given to the national teachers examination, as I am told is done in most of the States.

Dr. HANSEN. We do use the national teacher examination for the elementary positions. We are very well pleased with the process. We have studied the possibility of using such examinations in the subject matter fields at the junior high schools. At the time we made our study, we found that it would be extremely difficult to adopt these examinations to the particular subjects because it turns out that they just don't tie in, subject for subject, as clearly as we would like.

I think I should say for the record that we lean toward the possibility of using national teacher examinations for secondary school subjects as well, and we will continue to give this consideration.

SCHOOL DROPOUT RATE

Senator BYRD. Mr. Williams this morning in his prepared statement referred to the high dropout rate—I will read the sentence:

These facts are evidenced in the high dropout rate in the school system.

What is the cause of the high dropout rate? I think we touched on that this morning, but I want to get the question more clearly in the record and the answer, if I may. What is the cause of the high dropout rate?

Dr. HANSEN. This answer will, of course, have to be theoretical. We do get reports from students as they drop out which indicate that an economic factor enters into it. This is a part of it. The student must leave to go to work. So this is given as one of the major reasons.

Another big category is lack of interest in the school. This is the largest category reported in the study and, of course, the lack of interest in school can arise from multiple causes.

I have a theory that when a youngster is unsuccessful in school, say, for example, because he is not reading well enough to keep up, then he eventually becomes disinterested. We are hoping that the emphasis on the basic subjects in our elementary program may have an ultimate effect on this problem.

The second reason for dropouts, of course, would be going to work. This is related to the economic situation. Very large numbers of our students go to work to earn money for themselves or for their families. Some leave for marriage. Some leave because of illness. These are minor classifications.

Senator MCGEE. May I inject an observation?

Senator BYRD. Surely, Senator McGee.

DROPOUTS DUE TO ECONOMIC SITUATION

Senator MCGEE. At dinner one evening not very long ago, I listened with interest to a development of a partial thesis on this subject. One thought that hadn't occurred to me was that there was an element of dropout due to the matter of pride, pride stemming from a relative economic situation.

Many qualified students found it very difficult from the standpoint of economics to appear in the classroom neatly dressed or wearing whatever they are supposed to wear in that classroom that this condition finally contributed to their unhappiness in their educational operation to the point of their dropping out, was used as a petition in the forum to which I refer that some extra consideration should be given to economic help, scholarships, whatever you want to call them, on the junior high and high school levels, and not think of them entirely as college and university stipends, and as we have tended to think of them in the past.

SCHOLARSHIP FUND FOR STUDENTS IN ECONOMIC STRAITS

Dr. HANSEN. Senator McGee, we actually have a small scholarship fund now for students who are in economic straits. It is a $2,500 fund granted to us by the Woodward Foundation. We are finding that those young people who are being given this support are doing very well in the school and are staying in school.

I think I would add one more factor, if I may: The necessity for supplying services in the school which will make it possible to get at a child's problem before it gets too big. This is exactly what you have been saying, sir, and it is for this reason the Board of Education is asking for counselors for the elementary schools to provide additional services, so that the child's problem cannot only be identified early in his career but we can also do something about it.

Senator MCGEE. I suppose you have studies to suggest an index in relation to the dropouts and the mental capabilities of the students. I suppose the incidence of dropout is much larger the lower down the scale you go.

INCIDENCE OF LOW READING SCORES

Dr. HANSEN. That is right, sir. This spring we checked the records of the last hundred youngsters who dropped out of the junior high schools to find out what their reading scores were and we found that the incidence of low reading scores was extremely high in this group. There were perhaps only 2 or 3 out of the 100 who were reading at or above grade level.

So there is very high correlation, obviously, between achievement and interest in school. Now, which is the cause and which is the effect——

Senator MCGEE. You can give morale a shot in the arm by giving them a TV watching score. You might find it going up inversely.

Senator BYRD. Senator Schoeppel.

Senator SCHOEPPEL. No questions, sir.

Senator BYRD. You spoke of the dropout rate, Dr. Hansen. Would you say it is going up?

Dr. HANSEN. We have no really sound comparison, that is, no basis upon which to check present figures. We had a figure for this year which runs in the range of 2,500 in junior and senior high schools, youngsters who leave school in the course of a year. This is the first year that we have made this kind of across-the-board analysis.

We have an impression that the dropout rate is just about steady over the past years.

AGE LIMIT FOR COMPULSORY ATTENDANCE

Senator McGee. What is the terminal year in terms of the law? How long does the law require?

Dr. Hansen. Sixteen years of age.

Senator McGee. Sixteen.

Senator Byrd. What is the case with regard to the surrounding areas?

Dr. Hansen. We have no information on that.

Senator Byrd. What is terminal year age with regard to the surrounding areas? You said 16 here.

Dr. Hansen. Sixteen here. I would rather not hazard a guess. We would like to supply that information.

Senator Byrd. All right.

(The information referred to follows:)

Each of the Maryland and Virginia school systems adjacent to the District of Columbia reports that its upper age limit for compulsory school attendance is 16 years.

SUPPLIES, REPAIRS, AND FURNITURE

Senator Byrd. Now, let's take a look at item No. 3 on page 57, "Supplies and materials, repairs, and replacement of furniture and equipment, $28,306." According to my figure, $9,809 would be for two positions and $18,497 would be for repairs and equipment.

Dr. Hansen, would you like to comment?

Dr. Hansen. I think Mr. Riecks can handle this more effectively than I can.

Senator Byrd. Mr. Riecks.

BUILDING REPAIR

Mr. Riecks. This item is one of our serious repair problems as far as the individual buildings are concerned.

We have had for approximately 20 years one mechanic and one helper doing the job as far as shades are concerned, and, in that period, of course, the number of buildings in the system has increased considerably. In the calendar year 1959 we had 63 buildings in which the shades were not repaired. And in the calendar year 1960 the number had gone up to about 72 buildings where we were not able to make repairs.

Since January 1, 1961, we have had a tremendous increase in shade damage to the extent that we have had to assign other men on details to try and take care of the tremendous backlog that we have in this particular repair area. This is one of our most serious problems as far as repair and maintenance of our buildings is concerned.

You see, this is affected in some ways by the glass breakage problem because many, many times the stones that break the windows also go through the shades at the same time, and the minute that you have a glass repair problem, you also have a shade repair problem.

Senator Byrd. Couldn't you save money by having this work done on a contract basis?

Mr. Riecks. We do not feel so. We tried it once but the costs were too high. These men are our public school employees and not District building and grounds men. We have two men in our maintenance shop who do the work and we could not possibly care for on

contract the number of shades that these men repair. For instance, in the 3 months just ending we have made about 3,900 shade repairs, that is, of the shade itself, and approximately 310 roller replacements, and indications are that the contract prices would certainly be much higher than what is spent now.

Senator BYRD. How much did you spend for this item in the last year?

Mr. RIECKS. $16,175.

Senator BYRD. How much did you ask the House for?

Mr. RIECKS. We asked the House for the entire sum, $10,059.

Senator BYRD. And they disallowed the entire sum?

Mr. RIECKS. Yes, sir. There again they did not disallow this specifically but it was a financial limitation.

REPAIR AND REPLACEMENT OF FURNITURE AND EQUIPMENT

Senator BYRD. How much did you spend last year for the repair and replacement of furniture and equipment?

Mr. RIECKS. I will have to supply that to you, the exact amount, Mr. Chairman.

(The information referred to follows:)

The amount for repair and replacement for 1961 fiscal year was $561,862.

Senator BYRD. Was that what you had in mind a minute ago when you said $14,000?

Mr. RIECKS. Oh, no. I was talking about shades alone. I was speaking particularly to this item.

Senator BYRD. You don't have at your fingertips the information concerning the amount spent last year?

Mr. RIECKS. Dr. Foster has it. I think it is in the neighborhood of $48,000, but we will have to supply that for the record.

Dr. FOSTER. We will be glad to supply it.

Senator BYRD. How much did the House allow you? Is this your entire request as you presented it to the House?

Mr. RIECKS. Yes, sir.

Senator BYRD. So the House didn't allow you anything for repair and replacement of furniture and equipment?

Mr. RIECKS. No, sir, they did not allow this particular item, which was over and above the base, and this, of course, includes an item for general repair and replacement of furniture and equipment.

Senator BYRD. Let me ask you again: I want for the record, if you don't have it, at this moment, the amount that was spent last year for repair and replacement of furniture and equipment.

Mr. RIECKS. Yes, sir.

Senator BYRD. Then, I want to know how much you requested in your presentation of this matter to the House for repair and replacement of furniture and equipment.

Mr. RIECKS. This is the amount that was requested in the House, and it was disallowed.

Senator BYRD. So then I get back to my first question, the House has not allowed you anything, then, for repair and replacement of furniture and equipment?

Dr. HANSEN. In addition to the base.

Mr. RIECKS. In addition to the base, no, sir.

Dr. HANSEN. In other words, we continue with the base.

Senator BYRD. The base amounts to what?

Dr. HANSEN. This X amount we are going to have to supply for the record.

(The information referred to follows:)

The 1961 appropriation for furniture and equipment repair and replacement was $561,862.

Senator BYRD. Is this included in the item repairs and maintenance of buildings and grounds, for which the House allowed $1,775,000?

Mr. RIECKS. No, sir.

Senator BYRD. All right. What item is it under? I am looking at the table on page 46.

Dr. FOSTER. It is under "Operation of buildings and grounds and maintenance of equipment."

Senator BYRD. You were allowed $6,800,000, which was a cut of $116,000, and this is part of it, is it not, of the restoration figure, $76,255?

Mr. RIECKS. Yes, sir. That is part of that figure.

Senator BYRD. Senator Schoeppel.

EXPLANATION OF FINANCIAL LIMITATION

Senator SCHOEPPEL. I would like to ask you this for the benefit of the record: You have been speaking about financial limitation. Let's get into the record; just what do you mean by that? How have they treated that, from the House standpoint?

Mr. RIECKS. It is a question of an amount of money allotted to a certain activity and at that point we have to put whatever increases we deem necessary into that particular amount of money, according to priority.

Senator SCHOEPPEL. And you do not indicate as to the item?

Mr. RIECKS. No; not necessarily. In some cases they do.

Senator SCHOEPPEL. It is overall general limitations we are referring to.

Mr. RIECKS. Yes, sir.

Senator MCGEE. Well, on that, then—we will on page 46 in which reference was made to the House allowance of $6,800,000, in that category, a cut of $116,000 over your request. You are asking for a restoration in that category of $76,255?

Mr. RIECKS. Yes, sir.

Senator MCGEE. What does that $76,000 restoration that you are requesting include?

I think what the chairman is getting at is whether there is any overlap between that and the figure that you are talking about here on page 57.

Mr. RIECKS. It is included in that figure that we are talking about.

Senator MCGEE. This is a part of this $76,000. The $28,306 is absorbed within the $76,000 to 55.

Mr. RIECKS. Yes, sir.

Senator SCHOEPPEL. The House allowed $6,800,000, which was over your 1961 allowance; wasn't it?

You were allocated $6,632,820, and your estimate for 1962 is $6,916,000, and under the House bill you were allowed $6,800,000, which was greater than that in 1961.

Mr. RIECKS. Yes, sir.

Senator SCHOEPPEL. But yet you contend it is $76,255 short of what you actually need.

Senator MCGEE. They just explained, Senator, that the $76,255 includes, for example, the breakdown here that we were talking about on repair and replacement of furniture and equipment on page 57.

Senator SCHOEPPEL. That is one item.

Senator MCGEE. I assume it is broken down on these others.

Dr. HANSEN. We have other items; for example, engineering and custodial services for the five schools we expect to open. This was discussed just before the closing of the session.

Senator SCHOEPPEL. But it would help my standpoint if we could have some indication as to the specific items, included in this $76,255 being requested, restored of on the Senate side.

Mr. RIECKS. You are speaking of a priority as far as the items are concerned.

Senator SCHOEPPEL. That is right.

Mr. RIECKS. Do you wish us to determine a priority on the $76,000 restoration?

Senator SCHOEPPEL. No; I would like to have you list the items indicated.

Dr. HANSEN. Sir, I can give that to you, I think.

The first is engineering and custodial services, $19,176.

The second category is repair and replacement of furniture and equipment, this item we are talking about.

Mr. RIECKS. No; operational supplies.

Dr. HANSEN. I missed that, $12,924 for supplies and utility services.

If I am right here in reading this figure, $28,306 for the repairs and replacement of furniture and equipment. Transportation services, $15,871, and that is it.

These total $76,255.

Senator SCHOEPPEL. That answers my question.

TRANSPORTATION SERVICES

Senator BYRD. Suppose we move on to item No. 4, transportation service, $15,871, for which $12,871 is to be spent for three positions and $3,000 again for equipment, correct?

Dr. HANSEN. Yes, sir.

Mr. RIECKS. We are asking that the relief driver—we have one relief driver in our transportation service now. We have 20 passenger-carrying vehicles in operation transporting handicapped children. We also have nine trucks transporting the food service products, primarily the needy lunch program, carrying on the needy lunch program. We have 14 areas in which these lunches are prepared and then these lunches must be transported by truck to the individual buildings. So we have nine trucks to take care of the food service program, and then we have six additional trucks, one for visual education, four for transportation of materials, and then we have other trucks that we use for transportation of testing materials.

We have approximately 32 drivers, and this relief driver we are requesting so that we can take care of all of the routes that we have

to run every day and not have to lose routes and deny certain children the right to go to school.

If a carryall driver, for instance, is sick, he will transport approximately 15 to 16 children on two routes for the day, and if he is sick, our relief driver fills in; of course his route will be taken care of, but in the event that we have other absences, we have had to cancel out routes and, as an example, we lost during this past school year 22 routes with an average of approximately 15 children on each day that were not able to get schooling for that day. For that reason we are asking that the money for this position be appropriated so that we can get the transportation to the point where we will not be forced to lose schooling for some of these children.

Senator BYRD. Senator McGee, do you have any questions?

Senator MCGEE. Not on that point; no.

Senator BYRD. Senator Schoeppel.

Senator SCHOEPPEL. No; no questions.

REPAIRS AND MAINTENANCE OF BUILDINGS AND GROUNDS

Senator BYRD. All right. We will go to the next item, repairs and maintenance of buildings and grounds, $43,000.

Dr. HANSEN. I think I will make a point on this, if I may. This is a restoration request to bring us up a little bit closer to the requirements for maintenance. We are getting far behind in painting and care of buildings. The House did allow—what was it—$93,000 of the total request of $136,000.

It is unfortunate, but we are getting far behind in maintenance of our school structures. We are on a painting schedule of 8 years, which means that many of our buildings are becoming very dilapidated and shabby. We have difficulty maintaining repairs to roofing, which has an effect on the structure itself and is a costly negligence, and so we are simply saying to the members of this committee that this is not enough, that we would like this restored so that we can at least have this much additional funds for maintenance of our buildings.

Senator BYRD. Then you are asking for a restoration of the full amount that was disallowed by the House?

Dr. HANSEN. That is right.

Senator BYRD. Now, is the window breakage item included in this?

Mr. RIECKS. Yes, sir. It is included in this figure.

COST OF REPAIRING AND REIMBURSEMENT FOR BROKEN WINDOWS

Senator BYRD. Did I ask you a little while ago to give the committee the amount for repair of broken windows?

Mr. RIECKS. It is $72,000, plus; the exact figure being $72,281.65.

Senator BYRD. Is there any way of getting reimbursement for these broken windows?

Mr. RIECKS. We have no parental responsibility law, Mr. Chairman, but many, many times the school principals are able to by definite counseling with the cases where they find that the child has

broken windows and by using the aid of the Juvenile Bureau of the Police Department, and other groups, we do turn over money to the District of Columbia treasurer for broken windows. That, of course, goes into the treasury of the District.

Senator BYRD. How much did you receive last year?

Mr. RIECKS. I would have to supply that for the record.

Senator BYRD. Would you please do that, and also for the record give us the figures on window breakage last year and the year before and the year before. Go all the way back to——

Mr. RIECKS. I have a table prepared since 1940 for that situation.

Senator BYRD. All right.

(The information referred to follows:)

Amount of money turned over to the District of Columbia treasurer for window breakage and incidental damage from July 1, 1960, through June 30, 1961, $139.

Cost of glazing

1940	$10,000.00	1951	$43,000.00
1941	11,000.00	1952	46,115.45
1942	12,960.00	1953	51,816.01
1943	13,000.00	1954	57,317.58
1944	17,400.00	1955	58,062.11
1945	15,347.00	1956	59,267.47
1946	16,730.00	1957	65,279.50
1947	20,786.00	1958	64,427.36
1948	19,315.00	1959	75,705.29
1949	19,000.00	1960	72,281.65
1950	29,000.00		

WINDOW BREAKAGE

Senator BYRD. Now, once again, how much of the window breakage item is included in this item here, or is it all in your overall item for repairs and maintenance of buildings and grounds?

Mr. RIECKS. It is all in the overall item. Specifically, we could not say that any part of this $93,000 that was allotted or the $43,000 that we are asking to be restored is in it. It is general repairs of all kinds.

Senator BYRD. The total figure needed is 70——

Mr. RIECKS. Last year we spent $72,281.65 for window breakage.

Senator BYRD. You think there will be an increase this year?

Mr. RIECKS. We are not sure. We had a decrease last year. We are hoping that we may have another decrease this year, but I can't say that until the summer has closed.

Senator BYRD. To what do you attribute the decrease, to the use of screens?

COMMUNITY COOPERATION

Mr. RIECKS. Partially, Mr. Chairman, and partially, as I said this morning, due to the fact that the Board of Education, the last 2 years instituted a very close community program in which they have asked all the communities to band together and in some way, spearheaded by the individual principals, try to develop community cooperation to combat it.

In one case we had in an elementary school in the southeast area some years ago, under the leadership of particular persons in that community, a group of fathers, who reduced the breakage in a school that had been a very bad problem as far as we are concerned, in a short period of time. He reduced the breakage in 1 year from 238

down to 27, and he did this by setting up building guards of parents and older boys who would be on duty, more or less, at such times when the window breakage is extremely bad, and that is usual at dusk. At dusk or shortly after is the bad period of time that we have to face as far as the window breakage is concerned.

Senator McGee. The incidence of apprehension even so, I suppose, is very small.

Mr. Riecks. Very small.

Senator McGee. Does the breakage go up very much in the summertime?

Mr. Riecks. Yes, sir, it does.

Dr. Hansen. Yes.

Mr. Riecks. It increases considerably.

Dr. Hansen. I think I would like to add, if I may, Mr. Chairman, the impression I get that very often the window breakage is not done by children in our schools, that we can't make this a 1-to-1 responsibility. It is sometimes done, I am sure by youth, unemployed, preoccupied with nothing but this sort of activity, who are on our streets and who have no real ties to hold their interest.

So the problem of control is a very complex one. I am sure it includes improvement of community conditions, employment opportunities, educational facilities, home facilities, so that youngsters will have a constructive way in which to use their time.

Senator Byrd. Senator Schoeppel.

Teachers Retirement and Annuity Fund

Senator Schoeppel. Might I, Mr. Chairman—would you gentlemen be kind enough to turn back to page 46.

On the matter of teachers retirement and annuity fund, in 1961, your estimate was $4,025,000.

The estimate for 1962, if we are carrying on down, is $4,744,500, and then for the next item recommended it is $4,744,500.

How did you arrive at those estimates?

Dr. Hansen. This estimate is done by the actuary, and we are acting here upon his recommendations, in fact almost his orders.

Senator Schoeppel. Did you have any carryover in that fund? In other words, how close were you on your 1961 estimate?

Dr. Hansen. I might say this, that at the time we were asked to include something over $700,000 to build up the fund, we were also advised that the next budget year we would have to ask for a similar amount to bring the fund into the proper relationship from the point of view of the actuary. So this is arrived at, I suppose, by processes far too complex for me to discuss here and which determine the expenditures against the amount of the fund on estimates based on past experience.

Dr. Foster. I think we might explain, in addition, that the teachers retirement fund is contributed to, first of all, by the teachers and officers who participate in it and they contribute at the rate, under the law, of 6½ percent of their salaries.

Now, the Board of Education, as employer, has to make a contribution also and under the law that is determined by the actuary of the Treasury.

Mr. Herman. May I add to that, we are required by law to put up each year the normal cost of the participants, plus the interest on the

unfunded liability, and as we get pay raises, of course, we have to go up. At the present time I believe there is a $35 million reserve in this fund which puts it in very good, substantial, financial condition.

ELEMENTARY SCHOOL LUNCH PROGRAM

Senator BYRD. Now, shall we proceed to the elementary school lunch program, page 60, $24,200?

Dr. HANSEN. I think I will discuss that, if I may, just briefly.

The House was extremely thoughtful in allocating an amount approximating $200,000, but deleted $24,200. It would be assumed the fund would absorb this amount but the fact is with the increasing amount of lunches furnished it would appear we cannot do so without curtailing services and therefore we are asking for restoration so that we may get the additional equipment which we need, particularly refrigerators and tables, and so that we may employ the part-time workers in the schools which are part of this program to make this operation efficient without imposing additional heavy burdens upon teachers.

Senator BYRD. Senator McGee, do you have any questions?

Senator MCGEE. No.

The bulk of the restoration that you request is in part-time employees?

Dr. HANSEN. Yes.

Senator MCGEE. And the basic reason for that is to avoid passing off that extra chore on to teachers?

Dr. HANSEN. That is correct.

Senator MCGEE. Who ought to be doing more important things, if nothing else, thinking.

Dr. HANSEN. That is exactly correct.

Senator SCHOEPPEL. How much did you request on this elementary school lunch? Was it $24,200?

Dr. HANSEN. No, sir; something in the magnitude of $200,000.

Dr. FOSTER. The increase requested was $224,700, of which $200,500 was allowed.

Senator SCHOEPPEL. Could you tell us how much you got in 1961?

Dr. FOSTER. Yes. In 1961, $420,362.

Senator SCHOEPPEL. Now, give me again what you requested this year.

Dr. FOSTER. We requested an overall total of $599,200.

Senator SCHOEPPEL. $599,200.

Dr. FOSTER. That is right.

Senator SCHOEPPEL. Now, let me get clear again. What did the House actually give you?

Dr. HANSEN. The House gave us $575,000.

Senator SCHOEPPEL. $757,000.

You got a little under $150,000 more, then, than you got in fiscal 1961?

Dr. HANSEN. Yes.

Dr. FOSTER. That is right but we actually got $200,500 for the actual operation of the program. There is involved here a decrease of $54,000 from 1961, which had been necessary for certain equipment items in 1961 that were nonrecurring in 1962.

Senator SCHOEPPEL. Of $24,200 that you have before us here under subdivision (f), $17,745 of that is for salaries, is it not?

Dr. HANSEN. That is correct.

Senator SCHOEPPEL. In other words, it is for salaries, it doesn't go to this food program or anything of this kind?

Dr. HANSEN. It goes into the operation of the food program.

Senator SCHOEPPEL. Salaries of the employees in relationship to it?

Dr. HANSEN. That is right.

Senator SCHOEPPEL. I think that is all, Mr. Chairman, that I want to ask on that.

CAPITAL OUTLAY

Senator BYRD. Now, suppose we skip over for a moment the parks and recreation item, the health and welfare item, the traffic item, and go over to page 86.

Let's take the capital outlay item for public schools.

Dr. Hansen, in fiscal year 1961, for this item you had $6,944,000.

Your 1962 estimate was $9,229,000, an increase of $2,285,000.

The House has recommended $7,537,000, which is a cut of $1,692,000.

You are asking the Senate now to restore $1,451,000?

Now, would you please have someone justify the restoration?

Dr. HANSEN. Yes; I will ask Mr. Riecks to do that briefly, and I would like to supplement perhaps on one or two points.

Senator BYRD. All right, Mr. Riecks.

WOODRIDGE ELEMENTARY SCHOOL

Mr. RIECKS. The first item that we had was the Woodridge Elementary School completion.

In the House I misspoke myself and gave a date as to the opening of that particular school of December 1962 instead of September. At the time that we asked for the restoration, the completion date was still September of 1962, but I was notified yesterday by Mr. Blaser that my date of December actually was nearer correct because of the late passage of the present appropriation bill and that this building would not be open until January of 1963, 1 month later than I had said, and in effect we can withdraw this item because we will not need this until 1963. We can, of course, insert this item in the 1963 budget.

Senator BYRD. Fine. Now if that be true, can you withdraw the $12,000 for equipment and furnishing?

Mr. RIECKS. That is what I am speaking of. We can't withdraw the item for construction. We can withdraw only the item for the equipment that we are asking be restored.

Senator BYRD. All right.

Mr. RIECKS. The other item has to remain as it was granted by the House.

Senator MCGEE. Noting the glee in the expression of the chairman that there is a possible cut, I trust that we are fooling nobody, that we have got to do this come the next budget. Keep this glint for 12 more months.

Senator BYRD. We are not attempting to fool anyone.

All right, you may proceed.

ELIOT SCHOOL ADDITION

Mr. RIECKS. The second item is the Eliot School addition. This is a school located at 18th Street and Constitution Avenue. It is a junior high school with a present capacity of 758. The enrollment of this building has exceeded the capacity by approximately 400 during the past year.

The enrollments, the prospective enrollments for the opening semester of this year make it such that it will be necessary to accommodate part of the student body, the ninth grade, in the Eastern Senior High School, which is nearby. That will take care of this particular year as far as Eliot Junior High School is concerned.

We might possibly take care of it with the same method next year, but by the following year, the senior high school enrollments will have grown to such an extent that the Eliot building definitely will either have the addition built or it will be on part time.

Senator Byrd. What is the capacity for Eastern High School?

Mr. RIECKS. The capacity for Eastern High School is 2,277.

Senator BYRD. What is the enrollment there now?

Mr. RIECKS. Approximately 1,500.

Senator BYRD. What is the average daily attendance there?

Mr. RIECKS. I would have to give you that.

Dr. HANSEN. You can estimate that by reducing the enrollment by roughly 8 percent.

Senator BYRD. What is the amount you are asking for the Eliot addition?

Dr. HANSEN. We are asking for $1,200,000.

Mr. RIECKS. There is another justification as far as Eliot is concerned. This building was built approximately 30 years ago and it has been existing with only one gymnasium. It has a very poor situation as far as the boys gymnasium is concerned. Dr. Hansen has pictures here of the gymnasium area which is nothing really but a small playroom area and is no facility that we should have in a junior high school of any size.

URGENCY OF PROJECT

Dr. HANSEN. Mr. Chairman and members of the committee, we consider this one of the most urgent items on the restoration list, not only because unless we get this building started this year, we are going to be overcrowded and possibly on part time in the Eliot, but also because this building has been inadequate from the day it was built. It has no gymnasium for the boys. It has none of the other traditional facilities and we believe that this is shortchanging these children year by year, so we put our claim on two major premises: One, we need the space, and the second is that this building has never been adequate, and delay in the construction of this item simply imposes a burden further upon the children who are educated there.

Senator BYRD. You cannot transfer these children to another school?

Dr. HANSEN. To give you a concept of the picture there, the condition of the junior high schools is such that by 1969, unless we get

new construction, we will have 11,000 more pupils than we have seats for. We have no flexibility in capacity in any of our junior high schools.

Senator McGee. May I say, Mr. Chairman, that I have had occasion to visit with one of our staff concerning the Eliot School. From that discussion I would say that the Superintendent is even understating the problem and I would only want the record to show that there seems to be a real urgency in the Eliot School.

COMMENTS ON HOUSE REPORT

Senator Byrd. This item was presented to the House?

Dr. Hansen. Yes.

Senator Byrd. And the House said in its report that it is of a very strong opinion that this condition can be postponed by at least another year, especially in view of the excess capacity available at Eatern High.

Dr. Hansen. Our position is just as strong that it can't be postponed without running us into the overcrowded situation which has been described. There is just no doubt about it.

Senator Byrd. Do you feel that in view of the tight physical situation you might have to use loan authority?

Dr. Hansen. I would certainly recommend that, if that is the way to do it.

Senator Byrd. Mr. Tobriner, what is your position in regard to the same question?

Commissioner Tobriner. My position would be in support of Dr. Hansen in that respect. However, we have loan authority from the House, I believe, for $20.4 million and I think in that loan authority is not included any item for the Eliot Junior High School. So the loan authority would have to be increased by that amount.

Department of General Administration,
Budget Office,
August 18, 1961.

Memorandum on Eliot Junior High School addition.

In response to your question in regard to substituting the above subject school for a project approved by the House, it has been determined that all projects approved are necessary and that a substitution would not be preferred.

However, in lieu of a substitution it has been determined that this project could be added through the process of adjusting the deferred financing. In the Commissioners submission to the House, the $1,200,000 requested for Eliot Junior High School addition was financed as follows: $800,000 in 1962 and $400,000 in 1963. Further in the schedule, under "Welfare," the $4,100,000 requested for replacement of dormitories at District of Columbia Village was financed as follows: $2,200,000 in 1962 and $1,900,000 in 1963.

Primarily due to late appropriation for 1962, the following adjustment can be made in financing which will carry over into 1963 an additional $1,200,000:

	Total	1962	1963
Financing of capital outlay, general fund, as approved by House	$22,683,541	$17,058,541	$5,625,000
Eliot Junior High School addition	+1,200,000	+800,000	+400,000
D.C. Village—replacement of dormitories	----------	−800,000	+800,000
Other capital outlay, general fund, restorations requested in Senate submission	+408,000	+408,000	----------
Total	24,291,541	17,466,541	6,825,000

If this adjustment is approved, the following should be inserted in the amendment requested on page 86:

"(5) Page 8, line 20, strike out '$5,625,000' and insert in lieu thereof '$6,825,000,' or an increase of $1,200,000 in the amount which shall not become available for expenditure until July 1, 1962."

D. P. HERMAN,
Budget Officer, District of Columbia.

ELEMENTARY SCHOOL, 53D AND C STREETS, SOUTHEAST

Senator BYRD. Suppose we go temporarily to the next item. We will try to move ahead without causing the witnesses to have to suspend in their giving of testimony.

Supose we move to the new elementary school in the vicinity of 53d and C Streets, Southeast.

You are asking for $90,000 for the purchase of site. I believe that the House allowed $90,000, the total request being for $180,000?

Dr. HANSEN. Yes, sir. The issue is simply as to whether we should acquire 3 acres or 6 acres of property here and our position is that in this community still to be built up, we should be foresighted enough to acquire land in the school vicinity to provide adequate play space for the children, not only those attending school but for recreational purposes during after-school hours.

Here is an opportunity to avoid the mistake that has been made in so many site acquisitions, particularly in downtown Washington, where schools are crowded in around residential and commercial areas, and I think it is reasonable to suppose that in the next 25 or 30 years this will be a tightly compacted residential area, with perhaps some commercial areas in it, and we will find ourselves with limited land space for the use of children and the community. So we are simply saying, let's get this land while it is economical to do so.

Senator BYRD. How many acres are involved?

Dr. HANSEN. This involves approximately 3 acres in addition.

Mr. RIECKS. I have a sketch here, Mr. Chairman, if you wish.

Senator BYRD. Thank you. You say 3 acres in addition. What is the total number of acres, 6.39?

Mr. RIECKS. Yes, sir.

Senator BYRD. Why do you need 6½ acres for this school?

Mr. RIECKS. This particular school is a large elementary school and we have tried, although we have never been able to reach this particular standard, to get 5 acres of land for all of our elementary schools with a capacity of 1,000, which incidentally is a comparatively low standard figure as far as the rest of the country is concerned. The school capacity is 986, or will be when the building is finished. The building itself will occupy approximately an acre or perhaps an acre and two-tenths, so it will leave you approximately 1.8 acres for play space which is in the neighborhood of 65,000 square feet.

Senator BYRD. You have the site selected, do you, already?

Mr. RIECKS. Yes, sir.

Senator BYRD. Would it be a fair question to ask who owns the land?

Mr. RIECKS. It is owned by a group of people. I mean it is not individual ownership.

APPRAISAL OF LAND

Senator BYRD. How did you arrive at the figure, $180,000?

Mr. RIECKS. By private appraisal.

Senator BYRD. Who did the appraisal?

Mr. RIECKS. A private appraiser was under contract to Mr. Lowe's office.

Senator BYRD. What is the assessed value?

Mr. RIECKS. Give me just a minute. I have that in the original justification.

Senator BYRD. I would like also to know whether or not the land is unimproved?

Mr. RIECKS. For the most part, no, sir; there are only approximately four pieces of improved property on the land.

Senator BYRD. And what percent of the market value is the assessed valuation in the District of Columbia? I understand it is about 55. Well, if that be true, then, first of all, I want to know what the assessed value of this piece of property is. You can look in the House hearing and find it, and I would like to know for the record here.

ASSESSED VALUATION

Mr. RIECKS. It is assessed at $68,220, Mr. Chairman.

Senator SCHOEPPEL. As of what date?

Mr. RIECKS. This assessment was made, Mr. Schoeppel, as of approximately the spring of this past year.

Senator SCHOEPPEL. 1960 or 1961? This last spring?

Mr. RIECKS. Is that right? Yes; it was this past spring.

Senator SCHOEPPEL. Can you supply for the record some of the other requests, just to keep it in continuity, the questions that the chairman asked you.

Mr. RIECKS. I think I have them all.

Senator SCHOEPPEL. Have you supplied them all?

Mr. RIECKS. Yes, sir.

Senator SCHOEPPEL. Did you have an opportunity to acquire any other land at a lower figure within the area?

Mr. RIECKS. No, sir; there is no other lands within that particular area that has as little improved property as this. We made a very careful study of the area. This area is in the Marshall Heights area in the far Northeast. We made a very careful study of the entire area and picked these particular pieces of property because of the lack of improved property on these two squares.

Senator SCHOEPPEL. In other words, in your judgment, it would be far cheaper to make this acquisition here than it would be in other, more definitely improved and higher priced areas then?

Mr. RIECKS. Yes, sir.

Senator SCHOEPPEL. How is it located with reference to transportation?

Mr. RIECKS. Elementary schools are built for neighborhood use and there, of course, it does not have to be near transpotration. It is not too far away from the East Capitol Street transportation.

Senator SCHOEPPEL. In other words, there is no big thoroughfare that will go in there?

Mr. RIECKS. No, sir. There is no thoroughfare that would cut off any of the children that would go to this particular school.

Senator SCHOEPPEL. I am not exactly familiar with your geography. That is the reason I am asking that question.

I would like to refer it now back to the Eliot matter. I would like to ask you this.

LETTER TO SENATOR SCHOEPPEL ON PROJECT AT 15TH AND MISSISSIPPI AVENUE SE.

Mr. Riecks, if you will recall, I submitted a letter to you on July 26 this year regarding the Eliot Junior High and the Hine Junior High and a school not requested in this budget, to be at 15th and Mississippi SE.

I want to at this time insert your reply in the record, which I received on August 1, this year.

(The letter referred to follows:)

PUBLIC SCHOOLS OF THE DISTRICT OF COLUMBIA,
Washington, D.C., August 1, 1961.

Hon. ANDREW F. SCHOEPPEL,
U.S. Senate, Washington, D.C.

DEAR SENATOR SCHOEPPEL: Reference is made to your letter of July 26, 1961, regarding our plans to house the pupils who will be residing in the proposed Fortside housing project at Alabama Avenue and Ainger Place SE. This proposed project is in close proximity to our existing Stanton, Garfield, and Moten schools and to a lesser degree the Turner, all of which as you stated are filled or more than filled at the present time. We plan to build a 34-room elementary school at 15th and Mississippi Avenue SE. to meet the need imposed by the proposed public housing and the continued private construction in the area. While a school at 15th and Mississippi Avenue will not be close enough to the housing project to accommodate pupils from the project, we plan a change of boundaries which will permit the total pupil population in the area to be housed.

In order to have the new school ready to receive pupils in September of 1963, we must have funds for plans in fiscal year 1962. Please note that the Board of Education fiscal year 1962 requests included planning funds, but this item was deleted by the District of Columbia Commissioners. Under our plan we would be able to start construction of the building in July 1962, assuming of course, that Congress will have appropriated the construction funds in the fiscal year 1963 budget by July 1, 1962. It will take 360 days to complete a building of this size and this schedule would enable us to finish the building at approximately the same time as the Fortside project. By the same token a year's delay in appropriating the plan money would put us from 9 to 12 months behind the opening of the housing project.

The item in regard to the replacement of the Hine Junior High School was originally included by the Board of Education in the proposed 1962 budget but was eliminated by the Commissioners. However, the Board of Education still is of the opinion that the replacement is imperative. Projections show a gradual increase in Hine enrollment and by 1964 the enrollment will be over 1,220.

Attached you will find a sketch showing the excessive distances the bulk of the Hine population would have to travel in order to get to Randall Junior High School, as proposed by the House report.

Following for your information are some of the points to be considered in regard to the proposal contained in the same report in regard to Hine:

(1) Hine will have a student population of over 1,100 for the school year 1961–62. There is no indication at present that there will be any decline of any sizable amount in the foreseeable future.

(2) The virtual abandonment of plans for an East Mall, and the probable relocation further eastward of the east leg of the inner-loop freeway has removed two previous reasons for doubting the need of a junior high school in this area.

(3) If pupils were assigned to Jefferson and Randall, they would have excessive distances to travel to get to and from school. Bus transportation in this area is such that many of these pupils would have to transfer at least once along the way. On the spot map it is indicated that less than one-third of this year's enrollment lives south of Pennsylvania Avenue.

These are the only pupils who could conveniently get to either Randall or Jefferson by either walking or taking one bus.

(4) The cost of bus tickets would be serious consideration in this area, which is at the lower end of the socioeconomic scale.

(5) The problem of absenteeism, already serious in this neighborhood would loom larger.

(6) As Southwest redevelopment continues, more families will be moving into that area. This will increase the enrollments at Randall and Jefferson. It seems likely that this will result in the ultimate overcrowding of those two schools, if this transfer of Hine pupils is carried through.

(7) The close proximity of the Southeast branch of the District of Columbia Public Library makes the present site a good location for a junior high school.

(8) There are certain problems connected with using the newer part of Hine as a boys' junior-senior high school. They are:

A. Present heating plant in the older part of the building would have to be relocated.

B. Shop facilities would have to be installed.

C. Administrative offices would have to be set up.

D. Cafeteria would have to be relocated. This includes cafeteria kitchen.

E. Use of third floor might not be permitted because of fire regulations requiring more than one stairway from third floor areas.

F. Present location is very close to shopping and movies. This would put a serious temptation toward truancy and delinquency in front of boys who already have enough problems with which to contend.

It would be appreciated if you would give some consideration to the request for restoration of another project eliminated by the House of Representatives—the Eliot Junior High School addition. Following for your information is the justification that was submitted to the Senate subcommittee for the restoration of the Eliot project:

"*Eliot Junior High School addition.*—It is imperative that this addition be completed and ready for occupancy not later than September 1963, and this cannot be accomplished unless the funds for its construction are made available in the 1962 fiscal year. The pupil membership at Eliot already exceeds the building's capacity by more than 200, and is expected to be more than 400 above capacity by October 1963 if the addition is not ready. The overcrowding can be alleviated in 1961–62 and possibly in 1962–63 by housing Eliot's ninth-graders in the Eastern Senior High School, but this will not be feasible in 1963–64 and later years. The latest projections indicate that the combination of Eastern and Spingarn High Schools will have an excess capacity of approximately 640 pupil-stations in October 1961 and of 240 stations in October 1962. By October 1963, however, these two schools will have an estimated shortage of 320 pupil-stations for grades 10–12 and obviously cannot be expected to continue housing junior high school pupils. Restoration of the $1,200,000 for construction of the Eliot Junior High School addition is therefore urgently requested."

We appreciate your deep interest in our problems and please feel free to call us if you need additional information.

Very truly yours,

JOHN M. RIECKS,
Assistant Superintendent in Charge of Buildings and Grounds.

SCHOOL AT 15TH AND MISSISSIPPI AVENUE SE.

Senator SCHOEPPEL. Now, I would like to ask you about the budget item, the school at 15th Street and Mississippi Avenue SE.

Are you familiar with the Fort Side public housing development that is scheduled there for completion, I think it is in the fall of 1963?

Mr. RIECKS. That is right.

Senator SCHOEPPEL. I understand that project consists of 227 units and will house approximately 1,200 people, is that correct?

Mr. RIECKS. That is right.

Senator SCHOEPPEL. Now, if the school at 15th Street and Mississippi Avenue SE is the only possible solution—and after a little in-

vestigation on my part that is what I have been told—I wonder why the Commission deleted this project from the budget?

Mr. RIECKS. Sir, we had originally included this in the revision of the public works program and it was deleted as far as the planning money. This site is part of the old Camp Simms project, which is a Federal area and part of it was turned over to the District government for the construction of a school, and another part for the construction of the Southeast Hospital.

We had included originally in the revision of the public works program the planned money on this particular school in 1962. It was eliminated by the Commissioners but it was definitely, I think, due to information available on the opening date of the paper. This Fort Side project was pushed up as far as the timing was concerned and at one time planning money in 1963 would have completed the school project in plenty of time. For some reason impetus was given to the construction of this project and under the present planning we will probably not be able to finish the school until September of the following year, whereas the children will be occupying this housing project in November—I think it is October or November.

Senator SCHOEPPEL. I would ask a pretty blunt question I couldn't answer. That question was just about as follows: Isn't this just as important as a dog pound or a new swimming pool?

Dr. HANSEN. That is one of those questions, the answer is——

Senator SCHOEPPEL. The Commissioners are here. I want to direct that inquiry toward them.

Commissioner TOBRINER. Sir, the new swimming pool was deleted also.

As far as the location of this school is concerned, I believe we have taken it up with the school authorities and they advise us that they will be able to take care of the children in that neighborhood at adjoining schools.

Am I correct in that, Dr. Hansen, for the time being?

Dr. HANSEN. Sir, I am going to ask Mr. Riecks to talk on that subject.

Mr. RIECKS. We have 4 elementary schools in this particular area, the Stanton, the Moten, the Turner and the Garfield, all of which are anywhere from 1 to 12 blocks away from the Fort Side project. But in none of these particular four will we have any space as far as this particular project is concerned, and the Camp Simms project, although it is farther away from the project than any of the four will have to be used by shifting boundaries in order to take care of it.

Mr. HERMAN. Senator Schoeppel, I don't know if Mr. Riecks made it very clear. It is in our fiscal program for the fiscal year 1963.

PLANNING FUNDS

Senator SCHOEPPEL. I was wondering if it wouldn't make more sense to provide the planning money so the school will be available when the project is completed?

Mr. RIECKS. It would save us approximately 8 or 9 months if we were able to get the planning money in this particular budget.

Dr. HANSEN. Isn't it true that here we have a change of pace in the development of the residences around the area and the public housing project that hasn't been anticipated or wasn't known at the time the decisions were originally made, and in the light of the new facts,

the necessity for the building is made more clear and it is possible that reconsideration of this total picture would lead all of us to concur in whatever might be done by the committee in connection with the inclusion of this item?

Senator SCHOEPPEL. Since it is an unbudgeted item, it possibly could be included in the next supplemental.

I just make the suggestion. Perhaps we could give some thought to that.

How much planning money, in the event we decided to do something about it, would you need?

Mr. RIECKS. About $110,000, I believe.

Senator SCHOEPPEL. Thank you. I believe that is all the questions I want to ask with reference to the Eliot matter.

HINE JUNIOR HIGH SCHOOL

Dr. HANSEN. May I ask at this time, since you made reference to the Hine Junior High School, if this would be an appropriate place for me to introduce a statement on the Hine School?

Senator SCHOEPPEL. I would like to ask one question since you mentioned the Hine matter here.

Did you agree with the House action with respect to the Hine Junior High School?

Dr. HANSEN. No, sir; I do not and if I may I should like to present a statement on the subject and discuss it briefly with the committee at this time.

Senator BYRD. Without objection, it will be received and included in the record.

(The information referred to follows:)

RECOMMENDATION CONCERNING HINE JUNIOR HIGH SCHOOL CONTAINED IN THE REPORT OF THE COMMITTEE ON APPROPRIATIONS, HOUSE OF REPRESENTATIVES

The report of the House Committee on Appropriations recomends that the Board of Education take such steps as may be necessary to change the boundary lines of the Randall and Jefferson Junior High Schools to permit these two schools to absorb the pupils of the Hine Junior High School. The report also states in addition that the Board should consider the transfer of the present Boys' Junior-Senior High School activity to the more modern portion of the Hine Junior High School, which was constructed in 1928.

The Board of Education and its administative staff have given careful consideration to this proposal at various times in the past. The proposal has been considered unfeasible for reasons which will be developed in this report. In the light of the recommendations in the House Appropriations Committee report, a reappraisal of the proposal has been made.

In its 1963 budget estimates now before the Commissioners of the District of Columbia, the Board of Education is requesting $479,000 for site and plans for the replacement of the Hine Junior High School. The purpose of this report is to review the justifications for the request for such replacement and to explain why it will not be feasible to send the Hine pupils elsewhere.

(1) The rapidly increasing enrollment in the junior high schools projected through October 1969, indicates a critical need for a rapid expansion of junior high school facilities throughout the city school system.

Membership projections dated May 1961 show that with an actual pupil capacity of 21,415 in October 1960, plus 2,410 pupil-stations expected if requests made through 1961–62 are granted, capacity for an additional 11,025 pupils will be needed beyond the amount presently available, authorized, or requested. This is a highly critical prospect of a shortage of classroom space.

In the light of the present and impending shortage of junior high school capacity, the Board of Education cannot justify the elimination of any present

buildings although they may be, as in the case of the Hine, of substandard quality.

Through the years it has been necessary to make the best possible use of all available capacity in the face of overcrowded conditions. This includes using substandard buildings and rooms at the elementary and secondary levels. The use of such facilities is an expedient justified only on the grounds that otherwise pupils would be dispossessed a fulltime education. Thus, the proposal to reduce junior high school capacity by razing the old section of the Hine Junior High School and using the newer section to house the Boys' Junior-Senior High School would remove the use of a building with a capacity of 794 pupils.

While it was proposed in the House Appropriation Committee report that the Boys' Junior-Senior High School be moved to Hine, thus releasing space for 300 regular junior high school pupils at Randall, this would not in itself produce an additional capacity of 300 for the reason that when conditions require it, Boys' Junior-Senior High School will be relocated possibly at the Veterans High School building rather than in another junior high school. This possibility is being considered so that when the additional seats at Randall are needed for junior high school pupils in that area of the city the necessary administrative change can be made. In summary, looking at the total junior high school enrollment trends against available space, the Board of Education cannot consider the removal of Hine Junior High School from use as a junior high school. If a new Hine Junior High School is not built, it will be necessary to continue to use the present building as a part of a total capacity for junior high school pupils.

(2) Proposed capacity of the new Hine Junior High School is 1,214, which will add 420 stations to the total junior high school capacity. Thus, the new Hine Junior High School could be used to relieve overcrowding likely to occur in this area and possibly in the adjacent Stuart Junior High School. Moreover, the new Hine Junior High School can be constructed on a site already available while the old Hine Junior High School is in use. This will make it possible to continue using the needed space in the old building while the new one is being constructed. Because the site is available for the new junior high school, construction could begin as soon as plans are made. The usual delay for the acquisition of a site would, therefore, not be necessary.

(3) Projected enrollments in Hine, Jefferson, and Randall Junior High Schools show that by 1969 there will be an expected shortage of 162 stations. If the space in Randall used by the Boys' Junior-Senior High School were made available then the three schools would have an excess capacity of 138 stations. If Hine Junior High School were eliminated, this would remove 794 stations from the capacity at these three schools. This would mean that the classroom shortage in Jefferson and Randall Junior High Schools would total 656 stations in October of 1969.

This shortage of 656 stations could not be relieved by neighboring schools; in fact, the area served by the Browne, Eliot, and Stuart Junior High Schools is expected to have a shortage of more than 800 pupil-stations by October 1969. A proposed new school to relieve this area (at Trinidad and Neal Streets, NE.) will have a capacity of approximately 1,200, but any excess capacity here will be needed to care for excess enrollment in the area served by Langley, Terrell, and other schools to the north.

In addition to the projections of enrollment for the schools in the junior high school area consideration must also be given to the fact that Randall and Jefferson are in the redevelopment area in which new homes are now being developed. As these units are completed more families will move into the area. This will increase the enrollment at Randall and Jefferson Junior High Schools. The extent to which this will be a factor, of course, cannot be estimated, but it is believed that families with children will be attracted to the new Southwest development. This factor must be considered in planning for school needs in Randall and Jefferson Junior High Schools.

(4) If Hine Junior High School is abandoned many of the pupils now assigned to this school will be required to travel long distances to Randall Junior High School. A study of the Hine Junior High School boundaries and a distribution of pupils now attending Hine shows that 382 pupils will be required to travel from north of Kentucky Avenue, the furthermost distance being 2½ miles as determined by automobile to Randall. It is clear, of course, that all of the Hine Junior High School students would be required to leave their own communities to attend Randall Junior High School. The problem of absenteeism would increase. The loss in achievement in school would be costly. The elim-

ination of Hine would be a permanent change so that the imposition upon pupils to get to the more distant school and the increase of difficulties in education would be multiplied by many years. The long-range effect which the disadvantages of such a change would have must be kept in mind. This should be considered in relation to their effect on the education of thousands of youth for the next 50 to 75 years. While it is impossible to reduce such losses efficiently to money value, it is not unreasonable to believe that over the period of a building lifetime, the cost of travel and absenteeism might exceed the amount invested in the construction of the new building in the community.

(5) A school influences community development. The replacement of Hine Junior High School would, in all likelihood, increase the attractiveness of the community served by it to homeowners with children. It is well known that a great deal of private redevelopment is being done in the Capitol Hill area. This would be sharply curtailed if the Hine Junior High School is removed from the community. It is possible that the elimination of the Hine Junior High School facilities could result in deterioration rather than in the upgrading of the community. The total cost of such a loss in terms of property values must be taken into account. The cost could easily more than counterbalance over the years any temporary savings which might result from the elimination of the old Hine Junior High School.

(6) The present Hine building is unsatisfactory for junior high school use in the following ways:

(1) It has no usable auditorium. The present auditorium on the third floor was condemned years ago by the District of Columbia Fire Department and cannot be used for assembly purposes.

(2) The cafeteria is a makeshift and is inadequate in every respect. Two or three basement rooms are utilized for this purpose.

(3) The playground is too small and is poorly located. Proper placement of a new building on the present site will provide considerably more space for outdoor play.

(4) The gymnasiums are substandard in size.

(5) The shops, home economics rooms, and science laboratories are makeshifts, having been converted from old academic classrooms.

(6) The building is difficult to keep clean and gives the appearance of being unsanitary in spite of continual work on the part of the custodians. The doors and woodwork are very old and cannot be adequately repaired.

(7) It is proposed that the 1928 unit of the Hine building be used by the Boys' Junior-Senior High School. If this is done, it will be necessary to make the following structural changes:

(*a*) Relocate the heating plant.
(*b*) Install shop facilities.
(*c*) Install administrative offices.
(*d*) Install and relocate the cafeteria.
(*e*) Install new lighting.
(*f*) Refurbish science classrooms.
(*g*) Replace locks and clock and bell system.
(*h*) Provide quarters for custodial, engineering, and cafeteria staff.
(*i*) Install new toilet facilities.
(*j*) Improve gym facilities including showers.

It is physically impossible to establish the Boys' Junior-Senior High School in this unit of Hine Junior High School without adding some construction. After the older portions of Hine have been razed the relocation of such basic facilities as the heating plant, cafeteria, and kitchen, administrative facilities and new toilet facilities would require a complete rehabilitation of the new wing including new construction to provide the additional facilities. A study of this project is being made by the District Department of Buildings and Grounds but a rough preliminary estimate would seem to indicate that the cost for such rehabilitation would be in excess of $500,000.

SUMMARY

It is clear that several compelling reasons, any one of which is sufficient in itself, justify the position taken by the Board of Education that Hine Junior High School should be replaced. These justifications are presented to the mem-

bers of the committee with the hope that careful consideration would lead to support for the Board of Education's plan for Hine Junior High School.

REAPPRAISAL OF HINE SCHOOL PROPOSAL

Dr. HANSEN. I should like to take the time to go into this report in some detail because this in a highly critical issue.

As the House report states, the recommendation is that the Board of Education consider moving the children from Hine to Randall and Jefferson Junior High Schools and to move the boys in the boys junior and senior high school into Hine and demolish the older sections of the old Hine Junior High School.

The Board of Education has long taken the position that Hine should be replaced and after the House Appropriations Committee had made its report, further reappraisal of the proposal has been made.

These are the justifications which we believe support our position that Hine should be replaced: The rapidly increasing enrollment in the junior high schools projected through October 1969, indicates a critical need for a rapid expansion of junior high school facilities throughout the city school system.

Membership projections dated May 1961, show that with an actual pupil capacity of 21,415 in October 1960, plus 2,410 pupil-stations expected if requests made through 1961–62 are granted, capacity for an additional 11,025 pupils will be needed beyond the amount presently available, authorized, or requested. This is a highly critical prospect of a shortage of classroom space.

In the light of the present and impending shortage of junior high school capacity, the Board of Education cannot justify the elimination of any present buildings although they may be, as in the case of the Hine, of substandard quality, and I should like to stress this point.

Through the years the Board has had to make the best possible use of all available capacity. This means the Board has had to use substandard buildings and rooms at elementary and secondary levels. The use of such facilities in an expedient justified only on the grounds that otherwise pupils would be dispossessed of fulltime education. Thus, the proposal to reduce junior high schood capacity by razing the old section of the Hine Junior High School and using the newer section to house the Boys' Junior-Senior High school would remove the use of a building with a capacity of 794 pupils.

While it was proposed in the House Appropriations Committee report that the Boys' Junior-Senior High School be moved to Hine, thus releasing space for 300 regular junior high school pupils at Randall, this would not in itself produce an additional capacity of 300 for the reason that when conditions require it, Boys' Junior-Senior High School will be relocated possibly at the Veterans High School building rather than in another junior high school.

This possibility is being considered so that when the additional seats at Randall are needed for junior high school pupils in that area of the city the necessary administrative change can be made. In summary, looking at the total junior high school enrollment trends against available space, the Board of Education cannot consider the removal of Hine Junior High School from use as a junior high school. If a new Hine Junior High School is not built, it will be necessary to continue to use the present building as a part of a total capacity for junior high school pupils.

CAPACITY OF NEW HINE JUNIOR HIGH SCHOOL

Proposed capacity of the new Hine Junior High School is 1,214, which will add 420 stations to the total junior high school capacity throughout the city. Thus, the new Hine Junior High School could be used to relieve overcrowding likely to occur in this area and possibly in the adjacent Stuart Junior High School. Moreover, the new Hine Junior High School can be constructed on a site already available.

And this is a very important point. We do have the site. We can start to build the building with construction funds available. This will make it possible to use the needed space in the old building while the new one is being constructed. So it is suggested that this is a little significant point to be considered in the face of our need for junior high school capacity.

PROJECTED ENROLLMENTS

Thirdly, projected enrollments in Hine, Jefferson, and Randall Junior High Schools show that by 1969 there will be an expected shortage of 162 stations. If the space in Randall used by the boys' junior-senior high school were made available then the three schools would have an excess capacity of 138 stations. If Hine Junior High School were eliminated, this would remove 794 stations from the capacity at these three schools. This would mean that the classroom shortage in Jefferson and Randall Junior High Schools would total 656 stations in October of 1969.

This shortage of 656 stations could not be relieved by neighboring schools; in fact, the area served by the Browne, Eliot, and Stuart Junior High Schools is expected to have a shortage of more than 800 pupil stations by October 1969. A proposed new school to relieve this area (at Trinidad and Neal Streets, NE.) will have a capacity of approximately 1,200, but any excess capacity here will be needed to care for excess enrollment in the area served by Langley, Terrell, and other schools to the north.

REDEVELOPMENT AREA

In addition to the projections of enrollment for the schools in the junior high school area consideration must also be given to the fact that Randall and Jefferson are in the redevelopment area in which new homes are now being developed. As these units are completed more families will move into the area. This will increase the enrollment at Randall and Jefferson Junior High Schools. The extent to which this will be a factor, of course, cannot be estimated, but it is believed that families with children will be attracted to the new Southwest development. This factor must be considered in planning for school needs in Randall and Jefferson Junior High Schools.

If Hine Junior School is abandoned many of the pupils now assigned to this school will be required to travel long distances to Randall Junior High School. A study of the Hine Junior High School boundaries and a distribution of pupils now attending Hine shows that 382 pupils will be required to travel from north of Kentucky Avenue, the furthermost distance being 2½ miles as determined by automobile to Randall.

It is clear, of course, that all of the Hine Junior High School students would be required to leave their own communities to attend Randall Junior High School. The problem of absenteeism would increase. The loss in achievement in school would be costly. The elimination of the Hine would be a permanent change so that the imposition upon pupils to get to the more distant school and the increase of difficulties in education would be multiplied by many years. The long-range effect which the disadvantages of such a change would have must be kept in mind. This should be considered in relation to their effect on the education of thousands of youth for the next 50 to 75 years. While it is impossible to reduce such losses efficiently to money value, it is not unreasonable to believe that over the period of a building lifetime, the cost of travel and absenteeism might exceed the amount invested in the construction of the new building in the community.

Mr. Chairman, I should like to reemphasize the point that the decision being made here will affect the education of children over a period of 50 to 75 years and that by removing a community school and requiring the children to go these additional distances, the effect upon their educational achievement, the additional cost to the pupils, in the long run, could far outweigh the cost of the new construction.

A SCHOOL INFLUENCES COMMUNITY DEVELOPMENT

The replacement of Hine Junior High School would, in all likelihood, increase the attractiveness of the community served by it to homeowners with children. It is well known that a great deal of private development is being done in the Capitol Hill area. This would be sharply curtailed if the Hine Junior High School is removed from the community. It is possible that the elimination of the Hine Junior High School facilities could result in deterioration rather than in the up-grading of the community. The total cost of such a loss in terms of property values must be taken into account. The cost could easily more than counterbalance over the years any temporary savings which might result from the elimination of the old Hine Junior High School.

SAVINGS INVOLVED UNDER HOUSE REPORT DIRECTIVE

Senator BYRD. What would be the amount of savings that might be expected to result if the House report is followed?

Dr. HANSEN. I think any savings would be theoretical more than real because we are going to have to have seats for these children somewhere and if we don't offer these facilities at Hine Junior High School, 1,214 seats there for the junior high school students, we are going to have to offer these facilities somewhere else. So I think any conclusion that in the long run the abandonment of Hine would result in economy is unjustified.

Senator BYRD. Mr. Tobriner, would you care to comment on this item?

Mr. TOBRINER. Sir, I am a little bit in doubt as to the status of this item. I understand that this item was not presented to the House but had been deleted by prior Commission action. Is that correct, Dr. Hansen?

Dr. HANSEN. That is correct, sir. My purpose in making the report is in response to the statement in the House committee report.

Mr. TOBRINER. Yes. I might say I was not a member of the Board when this action was taken by the Commissioners, and I believe that Hine Junior High School should be retained and should be restored by the addition of new construction. It seems to me that in view of the fact, as Dr. Hansen has pointed out, that there will be a tremendous overcrowding of the junior high schools of the city in the near future, we should retain this facility.

Additionally, I am told that the particular neighborhood in which Hine is located is a very stable neighborhood, it is a neighborhood in which the inhabitants have great pride in the facilities surrounding them, and I am afraid that if we abandon the Hine Junior High School we would see a very rapid deterioration in that area.

Senator BYRD. General Clarke, would you like to give us the benefit of your observations?

POSITION OF COMMISSIONERS ON HINE JUNIOR HIGH SCHOOL

General CLARKE. Mr. Chairman, if I may, please, being the sole survivor of the Board of Commissioners who considered this particular item, I might add that Dr. Hansen and Mr. Tobriner in his capacity then as President of the Board of Education made a very stirring plea to the Commissioners for some action on Hine Junior High School in this budget which is now before the committee. However, I should add that this was not shared by all elements of the District, and in particular our Budget Office objected to planning on the conversion of Hine in this particular budget year until further study could be made of some of the shifting populations in the area and to see whether or not it would be most appropriate to spend that money in that location. The Commissioners accepted the recommendation of the Budget Office as compared to the Board of Education and did not include the item in this year's budget, but, at the same time, we did place in our public works program for the 6 years coming up 4,000 additional junior high school spaces that to my recollection at the moment had not been in there before to take care of this expanding junior high school need of which Dr. Hansen spoke.

So I would anticipate that when the 1963 budget comes back before the committee, we will have to recommend positively in there to take care of the Hine situation. I didn't anticipate that this was coming up today or I would have studied my homework a little better.

COMMENTS OF MR. WILLIAMS, PRESIDENT OF SCHOOL BOARD

Senator BYRD. Mr. Williams, would you like to comment on this?

Mr. WILLIAMS. Well, for 11 years I sat on the Board and listened to speakers appear there complaining about conditions at Hine Junior High School. For 11 years I voted to replace Hine and give relief to that area. Under the leadership of Mr. Tobriner when he was President of the Board, he well knows that we had many sessions devoted to speakers from that area with regard to the crowded conditions at Hine. I think it is shameful that our building program has gone in the manner in which it has for the past 10 years and I frankly believe that the only solution in that area is the allowance of moneys to rebuild Hine near or about at that location. I am personally acquainted with

the situation having been in that neighborhood on numerous occasions, having scouted around it to satisfy my own self that the information brought to us was correct.

Senator BYRD. Thank you, Mr. Williams.

Senator SCHOEPPEL. Would you be in favor of closing Hine?

Mr. WILLIAMS. No, indeed; I would not, sir. I think that Hine should be—well, the building as it stands now, sir, is a disgrace. I think it would be condemned if it were private property. I think it should be placed on the site where it is now located.

Mr. TOBRINER. I might say to you, Senator Schoeppel, that part of the school is currently condemned. That is, certain parts of it cannot be used under our building code.

Dr. HANSEN. Sir, the report continues to discuss the quality and characteristics of the building and the cost involved in the transfer of boy's junior-senior high school in that place in itself being roughly estimated at $500,000. So this complements, I think, the compelling justification for retaining the Board of Education position with respect to Hine as it is now in the 1963 budget estimates.

SITE AT 53D AND C STREETS

Senator BYRD. May I return to the item of $90,000 for purposes of purchasing a site for the new elementary school at 53d and C Streets? You said that the appraised value was how much again?

Mr. RIECKS. $68,200.

Senator BYRD. And I believe you said the percent of the market value is about 55 percent.

Mr. RIECKS. I think that is right.

Senator BYRD. So that would not hold true in this instance, would it?

Mr. RIECKS. No, sir.

Senator BYRD. This overall figure of 55 percent, is that with regard to both commercial and residential properties, Mr. Tobriner?

Mr. TOBRINER. Yes, sir; it is a composite figure. I would say, if I were going to make a generalization, that residence property is generally assessed at less than 55 percent, commercial more than the 55 percent, but the overall average or mean results in a 55-percent figure, the totality of real estate in the District.

Senator BYRD. Doesn't this seem to be a pretty high figure for 6½ acres of land when the appraised value is $68,200?

Mr. RIECKS. I might point out that this is one of the lowest figures as far as a school site that we have.

Mr. RIECKS. To the greatest extent. There are, I believe, four improved properties on it, but this amounts to approximately 70 cents a square foot per cost and the only other figure in recent—for instance, the Woodridge Library was built on land costing 62 cents per square foot. The number 4 precinct, the land is 4.28 cents per square foot.

Senator BYRD. Isn't $30,000 an acre pretty high? This is almost $30,000 an acre.

Dr. HANSEN. I suppose it is a relative thing. Seventy cents a square foot is a modest price. Just having bought some land to put a house on, I know that this is.

Senator BYRD. Couldn't you get along with less than 6½ acres?

You presented this item to the House. The House allowed you $90,000.

Dr. HANSEN. We could get along, there is no doubt about it, but in taking the long-term view anticipating that this area is going to be built up to the point that open space will be at a premium, it seems to me that it is very wise to consider planning ahead to have some open space for children and adults in a community which is very likely to be very densely settled within the next 25 years.

Senator BYRD. Don't you have other elementary schools in the District that will house school populations of comparable size on a smaller acreage than this?

Dr. HANSEN. We do have, sir, and some recently acquired sites for the reason that the cost is prohibitive. For example, in the downtown area where we have to spend $750,000 for a site, then we are limited.

Mr. RIECKS. But not in this particular area.

Dr. HANSEN. In this area I think for the first time since I have been in Washington we can get an adequate site in advance of the construction of the community.

DISTRICT OF COLUMBIA TEACHERS COLLEGE

Senator BYRD. All right. The next item is item D, District of Columbia Teachers College.

Dr. HANSEN. This is to modernize a chemistry laboratory related to the District of Columbia Teachers College. I think this is a very important item. The college has recently been reevaluated and improved. We want to maintain that status. The chemistry laboratory is old. It was built and equipped in 1913, not at all modern. So we are asking for restoration in this item of $31,700 for the purpose of the renovation of the chemistry laboratory in the Teachers College.

Senator BYRD. Is this the total cost for the modernization of the chemistry laboratory?

Dr. HANSEN. I presume it is.

Mr. RIECKS. Yes, sir. This is the total cost. We cannot get National Defense Education Act money under this because it is a college. If it were a secondary school, of course we could do so.

DUNBAR SWIMMING POOL

Senator BYRD. Did I understand you to say a little while ago, Mr. Tobriner, that the swimming pool had been disallowed?

Mr. TOBRINER. There was a request in the budget for the restoration of the Dunbar swimming pool which was disallowed by the House and for which restoration is not sought in the Senate.

Senator BYRD. Senator Schoeppel?

Senator SCHOEPPEL. I don't believe I have any questions on this.

Going back to this item of $90,000 here, if we can't reach some kind of agreement on that—maybe that matter ought to just be deleted or held in abeyance. I will talk to the chairman later about that.

Senator BYRD. Senator Schoeppel, do you have any questions on the District of Columbia Teachers College item?

Senator SCHOEPPEL. No; I do not.

RENOVATION OF ROOM FOR SCIENCE INSTRUCTION

Senator BYRD. All right. Then let us move on to item E, renovation and/or conversion of room for science instruction in senior vocational high school; $117,300 requested for this item.

Dr. HANSEN. Sir, this is a part of our rather big project for renovating science establishments throughout our school system. These schools have very old and antiquated equipment and these particular facilities, this is also partially supported by the National Defense Educaiton Act. We think we should take maximum advantage of these funds to bring these facilities up to date.

BIOLOGY AND SCIENCE CLASSROOMS

Senator BYRD. All right, Dr. Hansen. I am looking at the House hearing, page 558, in which Mr. Riecks addresses himself to the biology room in each of the junior high schools where the honor system is in effect. Now, for the record would you state what you mean by the honor system?

Dr. HANSEN. Under this program we moved biology from the senior high school into the junior high school. This is a part of the program to step up the speed and pace of education for the bright child, and in order to accomplish that, we had to establish biology rooms in the junior high schools. Normally this is a 10th grade subject.

Senator BYRD. So this would be an important factor in the consideration as to why you need a biology room in these schools?

Dr. HANSEN. Yes, sir; this is it. Just giving more difficult subjects earlier to our students.

Senator BYRD. Now, you propose to have conversion take place at nine junior high schools; is that right?

Dr. HANSEN. That is correct.

Senator BYRD. What is the estimated cost of the conversion of a room for science instruction at the nine junior high schools?

Dr. HANSEN. May we check it?

Senator BYRD. And how high are these projects on your priorities list?

Mr. RIECKS. For the biology in the junior high school, that is included in the House appropriation, Mr. Chairman.

Dr. HANSEN. That is very high. We think that the emphasis upon science in these times is extremely necessary, and by offering biology to these children, the young people, at the ninth grade level then they can go on into physics and chemistry in the secondary school and get in three units of science instruction.

Senator BYRD. You are asking for restorations on four. Dunbar, Eastern, Cardozo, and Chamberlin.

Mr. RIECKS. These are not junior high schools.

Senator BYRD. I am not speaking necessarily of junior high schools.

Dr. HANSEN. These are biology and physics laboratories at the senior high school level.

Senator BYRD. Now, how high are these projects on your priority lists?

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Dr. HANSEN. In relation to our other restoration requests?

Senator BYRD. Yes.

Dr. HANSEN. May I ask, Is this in reference to our request for permanent improvement restorations? I would say this comes very high but I don't want to generalize, say, for example, against anything like Eliot Junior High School. I would say that comes first. I would say in relation to our needs I would like to put the chemistry renovation at the teachers college and these four laboratories together as a single priority, particularly stressing the secondary school program, because we have the availability of $71,000 national defense funds which means that we can get quite a bit more return for the tax dollar from this investment than would normally be the case.

Senator BYRD. Senator Schoeppel?

FEDERAL CONTRIBUTION

While Senator Schoeppel is waiting, do you get a Federal contribution?

Dr. HANSEN. For the four senior high schools; yes, sir—$71,295.

Senator BYRD. $71,295.

Senator SCHOEPPEL. I would like to ask this question. While I was doing some checking here on these figures, this amount, $117,300, and then this additional appropriation and a Federal reimbursement of the $71,295, or a total of $188,595 is this Federal reimbursement absolutely contingent upon this $117,300?

Dr. HANSEN. It is, sir.

Senator SCHOEPPEL. I wanted to be sure we had that in the record. That was my understanding but I wasn't sure about it. Thank you.

I have no further questions, Mr. Chairman.

Senator BYRD. Now, if we might terminate our efforts with regard to the schools today, we will come back to them tomorrow or at some future date, and I would like to get into the public welfare item.

Dr. HANSEN. Sir, may we express our appreciation to you and your committee associates for the thoughtful questioning and interest in the school situation.

Senator BYRD. Thank you, Dr. Hansen and Mr. Williams. We just want to be as helpful as we can.

We will insert in the record at this point a statement by Senator Schoeppel in regard to the D.C. Teachers College.

(The statement referred to follows:)

(See p. 807 for reference.)

STATEMENT OF HON. ANDREW F. SCHOEPPEL ON THE D.C. TEACHERS COLLEGE

The activities of the D.C. Teachers College are said to include the operation of a 4-year college program for the preparation of new elementary and junior high school teachers, a program of graduate study for teachers in service, and two laboratory elementary schools.

It has been said that the college has been striving to improve its facilities and its offerings in order to serve the community better and to merit the continued approval of official accreditation agencies.

This is a most laudable program and goal for this institution.

The budget request for fiscal year 1962 is $1,464,900, an increase of $27,800 over fiscal year 1961, providing for four new staff positions as follows (p. 465, District of Columbia appropriations hearings in House):

	Amount
A. Teaching service, 2 positions	$14,152
B. Counseling service, 2 positions	12,706
C. Clerical service, textbooks, and supplies	942
Total	27,800

The House Appropriations Committee declined to approve the requested funds for the two counseling service positions, thus reducing the proposed budget by $12,700. I agree with their reasoning and decision on this item.

Although the authorized budget for fiscal year 1961 was $1,437,100, I have been advised that actual expenditures for 1961 will be approximately $1,341,000 or $96,000 less than the approved budget.

The school administrators are to be commended for this. However, I am convinced that if a reappraisal and comparative analysis be made of budget items requested against actual expenditures for the past year, enough slack can be found to provide the necessary funds for the additional program activities recommended for fiscal year 1962, without a budget increase.

I suggest the budget for fiscal year 1962 be held to the same level as fiscal year 1961, $1,437,100. This only means a budget reduction of $15,100 below the amount approved by the House Committee.

TUITION PROPOSAL

Although, I will go along with a budget at the 1961 level this year, I want to make it clear at this time that I do not approve of the expenditure of public funds to provide free college education at an average yearly cost ranging between $600 and $900 per student.

It is my understanding that District of Columbia school authorities have been studying the question of tuition charges for some time. However, I have heard of no concrete plans to put such a program into operation at D.C. Teachers College.

I know of no other 4-year municipal or public supported college or university in the country that does not charge a tuition fee to help pay some of the general operating costs. It is my understanding that the only fees charged at D.C. Teachers College is a $29 student council fee each semester to cover miscellaneous student activity programs. I have been advised that this fee is to be increased to $35 per semester this next school term.

Although substantial tuition fees have been established for students who are nonresidents of the District of Columbia, the facts are that most students are residents of the District of Columbia placing them in the free category.

I would like to cite the tuition charges of comparable municipal universities or colleges in various parts of the country:

Average tuition and fees for year's schooling (1960–61)

University	Resident	Nonresident
Akron, Ohio	$352	$704
Toledo, Ohio	532	724
Cincinnati, Ohio	450	675
Louisville, Ky	675	875
Washburn, Topeka, Kans	320	350
Wichita, Kans	316	391
Omaha, Nebr	279	504
D.C. Teachers	78	878

I am somewhat familiar with the operation and costs of Wichita University located in my home town of Wichita, Kans.

To meet the 1961–62 budget requirements for the general fund in the amount of $3,726,819, Wichita University expects students' tuition fees to provide more than 50 percent of this amount. Tuition fees are assessed at the rate of $12.50 per credit hour for resident students and $15 per credit hour for nonresidents.

As a contrast, D.C. Teachers College is financed entirely from public funds.

It has been stated that the primary function of D.C. Teachers College is to recruit and train students to enter the teaching profession, whether they are able to pay tuition or not. It has also been stated that many potential teachers would not be able to pursue a teaching career if tuition fees were required.

I submit that a closer examination of the student body of D.C. Teachers fails to support this contention.

There are no doubt, many individual cases where financial assistance is needed, but this could be provided on a loan basis, or through other Federal assistance programs already available to needy college students.

Washington, D.C., is considered one of the best cities in the country, where college students can find part time jobs to provide needed funds for their education.

Dr. Carr testified before the House Appropriations Committee that during the past 3 years, 224 graduates of D.C. Teachers College entered the D.C. school system. This represents approximately 63 percent of the total 357 graduates for the 3-year period.

If the primary purpose of this institution is to educate and train teachers for the District of Columbia Public School System, this is a high price for the taxpayers to pay for educating its teachers, when we consider the budget for D.C. Teachers College for the past 3 years.

The enrollment at D.C. Teachers College according to figures furnished me by Dr. Carr's office. The enrollment on June 1, 1961, was 1,489. Of this number, 563 were full-time undergraduate students; 182 were part-time undergraduates, and 744 were in-service, part-time, graduate teachers.

Fifty percent of the enrollment already had a degree, and presumably were employed as teachers. Information was not available regarding the number who were teaching in the District of Columbia Public School System, although I would assume it would be a substantial percentage.

Some are undoubtedly teaching in other school systems in the suburban areas. This 50 percent does not represent poverty-stricken, would-be teachers, unable to pay a small tuition fee, if it were required.

Less than 39 percent of the total enrollment were full-time undergraduate students. According to past experience only 62 percent of these students would be expected to follow the teaching profession in the District of Columbia School System.

I recognize the teacher recruiting problem of District of Columbia public schools, but I am not convinced that it can be solved or substantially reduced by continuing to offer a free college education to all those who wish to avail themselves of this opportunity.

I would like to see a reasonable and equitable student tuition program adopted to relieve the taxpayers of some of the unnecessary burden.

I will expect to see such a plan presented before I shall go along with another similar appropriation for this institution.

Department of Public Welfare

STATEMENT OF GERARD M. SHEA, DIRECTOR, DEPARTMENT OF PUBLIC WELFARE; ACCOMPANIED BY DONALD BREWER, DEPUTY DIRECTOR; J. E. BINDEMAN, CHAIRMAN, PUBLIC WELFARE ADVISORY COUNCIL; AND HENRY C. LAJEWSKI, CHIEF OF RESEARCH AND STATISTICS, DEPARTMENT OF PUBLIC WELFARE

Summary of Budget

Senator Byrd. Now, the appropriation for Public Welfare, in 1960, was $17,370,000. The appropriation for 1961 was $20,282,650. The estimate for 1962 is $22,116,000. The House allowed $21,816,500, an

increase over the 1961 appropriation of $1,533,850, a reduction in the 1962 estimate of $299,500. The Senate is being asked to restore $158,200. Of this amount $150,195 is for personal services, 28 positions.

Before we ask the witnesses to begin the testimony, I would call attention to the fact that in fiscal year 1950, the total estimate for the Public Assistance Division was $3,856,600. Of that amount public assistance grants amounted to $2,440,272. Of the $22,116,000 in the revised 1962 estimate, $6,939,000, I believe, is for grants, subsidies, and contributions, with approximately $10 million being for personnel compensation and personnel benefits.

I read from page 8 of the House report for the year 1950, 1st session of the 81st Congress. The House Appropriations Committee addressed itself to the item of agency services which I have already referred to as being $3,543,059 at that time. The House committee said that it had refused to recommend a requested increase of $289,908 for public assistance grants. I quote the 1950 report:

> In view of the committee's attitude toward the serious fiscal difficulties of the District, it is felt that these increases should not be allowed. It is believed by the committee that a more diligent study of the persons to whom the grants are allowed will result in funds being used only for worthy cases.

I thought it might be interesting to note that the House Committee on Appropriations was wrestling with this matter 11 or 12 years ago expressing concern in the face of the serious fiscal difficulties of the District and expressing a belief that a more diligent investigation of the persons applying for grants would result in funds being used for only worthy causes.

The conferees that year accepted the $3,849,790 as proposed by the Senate instead of the $3,543,059 proposed by the House.

I call attention, too, in order that we might see the picture in its proper focus before we start hearing testimony, that the appropriation in 1952 for the Department of Public Welfare, including the supplemental appropriation, amounted to $7,708,500. Placing the $7.7 million against the 1962 request of $22.1 million, we have almost a 300-percent increase in a period of 10 years in this item.

Our witnesses will be Mr. Gerard M. Shea, the Director of Public Welfare; Mr. Donlad D. Brewer, Deputy Director; Mr. J. E. Bindeman, the Chairman of the Public Welfare Advisory Council; and Mr. Lajewski, the Chief of the Bureau of Research and Statistics.

Mr. Shea, you perhaps have a prepared statement. If you do, you may read it or present it for the record and make an oral presentation.

(The statement referred to follows:)

STATEMENT OF THE DIRECTOR OF PUBLIC WELFARE

I. RELOCATION SERVICE

A relocation program was established as an extension of the Landlord and Tenant Consultant Service of the Department of Public Welfare by the District Commissioners on February 19, 1960.

The purpose of the Service is to meet the social welfare needs of families displaced by action of the Board for Condemnation of Insanitary Buildings, the Real Property Division of the Administrative Services Office, and the Housing Division of the Department of Licenses and Inspections.

Since there was no money provided for this Service the Board of Commissioners directed that two social workers and one clerk be assigned to the program from the Public Asssitance Division. The District government estimated that

in 1960, 983 families would be displaced by governmental activity in slum clearance, code enforcement and under eminent domain procedures. The estimate for 1961 was 864 families. The forecast for displacement for fiscal year 1962 is 2,637 families which is nearly three times the estimate for the previous year.

Since the establishment of the Service, 1,004 referrals have been received of which 762 requested service. The 762 represents 3,515 children. The following is a breakdown of the action taken on the 762 cases: 179 have been admitted to public housing; 115 were self-relocated in private housing (while in this category the housing was located by the family, considerable work was done with the family in regard to their personal problems and staff worked with urban renewal and housing agencies to arrange for the move); 22 were relocated in private housing by the Service; 15 have purchased homes under the 221 program and in 24 cases the housing deficiency was corrected, thus displacement was avoided. There are 374 cases still awaiting relocation.

During the first 6 months of the operation there was a 69 percent response from families receiving displacement notices from District of Columbia government agencies. During the second 6 months there was a 75 percent response from families threatened with displacement.

The Service has found that the majority of families fall within the low-income group with average incomes of $50 to $70 per week. While 82 percent of the families are self-supporting we found that a large percentage of this number are in difficulty because they are unable to rent enough space to house their families decently. It was further found that the heads of these families average an eighth grade education and are performing unskilled or semiskilled work.

While families are awaiting admission to either public housing or private housing, the staff continues to give service to the families to help them overcome some of the causes of their needs. The staff attempts to seek out improved employment opportunities, attempts to give direction toward improving health standards and attempts to treat social and legal maladjustments.

The staff is being requested to make permanent this Service so that a continuous effort can be made to maintain desirable housing conditions and to assist families in overcoming problems that are related to poor housing.

II. URBAN RENEWAL PROGRAM

You may be interested in discussing the more substantive aspects of the public assistance program in the course of the hearings and we will make every effort to provide the information to you as the discussion develops.

The second item being requested for restoration is a small but very important part of the public assistance program, namely; urban renewal in the second precinct.

For the fiscal year 1962 the Public Assistance Division is requesting $7,670,290 of which $50,000, or .67 percent is to undertake a pioneering effort in prevention of dependency in the second precinct.

Fourteen public assistance workers are already carrying heavy caseloads in this small and concentrated area. They are disbursing approximately $2,500,000 annually to over 9,000 unemployable people in 2,342 cases.

It seemed logical to make this area the proving ground for a modestly scaled demonstration program in which six trained social workers and a supervisor, at an annual outlay of $50,000 or 2 percent of the amount now expended in the second precinct for relief alone, would undertake to test positive and aggressive methods of prevention.

This second precinct effort would be undertaken to attempt to stop the spread of social decay. In this area, there is the highest incidence of illness, delinquency, dependency, and illegitimacy. These factors have cost the city staggering sums, all of which have, so far, been an investment without any measurable return.

This proposed project would seek out persons with a high rehabilitative potential; would guide persons away from social danger spots; would provide service to people who come for counseling and guidance because of aggravated personal or social problems and would give intensive services to teach people to help themselves and to improve their environmental conditions, thus reducing the degree of potential dependency.

The Department would assign to these 6 workers no more than 45 cases each. They would serve a total of 270 families. If 270 families were on public assistance over $485,000 would be expended annually for them, of which $193,700 would be in local money. If these 6 workers are successful in keeping

70 families off of public assistance then we will have earned the $50,000 spent on this project. The project workers would endeavor to discover whether methods can be developed and effectively used that would arrest the growing deterioration of people and would set in motion a program of human reconstruction.

III. JUNIOR VILLAGE MEDICAL

An infirmary unit of 20 beds for Junior Village children was opened in October 1956 in order to provide infirmary and nursing care and observation, thus preventing the need for admitting these children to a general hospital. Since there was no physical space at Junior Village an area of the District of Columbia Village Infirmary, designed for the aged, was set aside for this purpose. The unit was staffed by D.C. Village nursing personnel since the Junior Village staff was without medical background.

In October 1959, this unit was expanded to 60 children in order to take care of not only the sick children but also the new admissions and to provide adequate space for the overflow in the nursery cottage at Junior Village. These children are between the ages of 6 and 15 months.

The current staff provides for 1 nursing assistant to 10 children on the day shift; 1 to 15 children on the evening shift and 1 to 20 children during the night. This is extremely light coverage when recognition is given to the ages and the medical needs of the children. It is our feeling that little can be done for children in a program of care and training unless the children are in sound physical and mental health.

Although the original staff request to the House Appropriations Committee for this service was 15 positions, it has been decided to request restoration of 4 of the original request. Restoration of four professional nurses will assist materially in helping relieve this situation. It would provide competent personnel for medications and provide supervision for the nursing assistants now caring for the children.

IV. WORK PROGRAM—CHILDREN'S CENTER

One of the major weaknesses in the overall program of rehabilitation for approximately 175 older students at the Children's Center is the lack of a comprehensive work-training program. This need applies to both boys and girls, delinquent and retarded. The staff of the Department is attempting to develop a work training program in three phases: prevocational training which is reasonably well established now; supervised work details which is being requested in this appeal and work production experience which is anticipated to be requested in future budgets. Each phase is progressively more demanding as far as responsibility for job performance is concerned. The students who are not in school or are in a half day school program will be assigned to work detail supervisors. The supervisors will work with the students in areas such as ground maintenance, clearing the wooded areas on the fringe of the Children's Center, developing more extensive recreational areas, painting, culinary and dining room, and mending of clothes and linens.

The ratio of supervisors to students will be small enough so that basic work habits can be taught. These work habits will include reporting to the assignment on time, accepting supervision, learning basic job skills, taking care of equipment, and working what is considered an average workday closely approximating 8 hours. Aptitude for work and attitude toward work will be emphasized simultaneously. Practical work skills will be a large part of the program. It will be geared deliberately toward job opportunities in urban living. Added to these factors there will be a conscious effort to develop proper motivation and philosophy toward work. In summary, the philosophy, the motivation factor, and the practical work experience will develop in the older delinquents and retarded children the acceptance of the worthwhileness and dignity of honest work.

GERALD M. SHEA,
Director of Public Welfare.

GENERAL STATEMENT

Mr. SHEA. I might review the opening statement, briefly, Senator. It does concern itself with the four items being requested for restoration. The first is the relocation service; the second is the urban

renewal program in the second precinct; the third is the medical services at Junior Village; and the fourth is the work program at the Children's Center.

RELOCATION PROGRAM

A relocation program was established as an extension of the Landlord and Tenant Consultant Service of the Department of Public Welfare by the District Commissioners on February 19, 1960.

The purpose of the Service is to meet the social welfare needs of families displaced by action of the Board of Condemnation of Insanitary Buildings, the Real Property Division of the Administrative Services Office, and the Housing Division of the Department of Licenses and Inspections.

Since there was no money provided for this Service, the Board of Commissioners directed that two social workers and one clerk be assigned to the program from the Public Assistance Division. The District government estimated that in 1960, 983 families would be displaced by governmental activity in slum clearance, code enforcement, and under eminent domain procedures. The estimate for 1961 was 864 families. The forecast for displacement for fiscal year 1962 is 2,637 families which is nearly three times the estimate for the previous year.

Since the establishment of the Service, 1,004 referrals have been received of which 762 requested service. The 762 represents 3,515 children. The following is a breakdown of the action taken on the 762 cases: 179 have been admitted to public housing; 115 were self-relocated in private housing (while in this category the housing was located by the family, considerable work was done with the family in regard to their personal problems and staff worked with urban renewal and housing agencies to arrange for the move); 22 were relocated in private housing by the Service; 15 have purchased homes under the 221 program; and in 24 cases the housing deficiency was corrected, thus displacement was avoided. There are 374 cases still awaiting relocation.

During the first 6 months of the operation there was a 69-percent response from families receiving displacement notices from District of Columbia government agencies. During the second 6 months there was a 75-percent response from families threatened with displacement.

LOW-INCOME FAMILIES

The Service has found that the majority of families fall within the low-income group with average incomes of $50 to $70 per week. While 82 percent of the families are self-supporting, we found that a large percentage of this number are in difficulty because they are unable to rent enough space to house their families decently. It was further found that the heads of these families average an eighth-grade education and are performing unskilled and semiskilled work.

While families are awaiting admission to either public housing or private housing, the staff continues to give service to the families to help them overcome some of the causes of their needs. The staff attempts to seek out improved employment opportunities, attempts to give direction toward improving health standards, and attempts to treat social and legal maladjustments.

The staff is being requested to make permanent this Service so that a continued effort can be made to maintain desirable housing conditions and to assist families in overcoming problems that are related to poor housing.

URBAN RENEWAL PROGRAM, SECOND PRECINCT

Second is the urban-renewal program, for which $49,549 is being requested.

You may be interested in discussing the more substantive aspects of the public assistance program in the course of the hearings and we will make every effort to provide the information to you as the discussion develops.

The second item being requested for restoration is a small but very important part of the public assistance program, namely: urban renewal in the second precinct.

For the fiscal year 1962, the Public Assistance Division is requesting $7,670,290, of which $50,000, or 0.67 percent is to undertake a pioneering effort in prevention of dependency in the second precinct.

Fourteen public assistance workers are already carrying heavy caseloads in this small and concentrated area. They are disbursing approximately $2,500,000 annually to over 9,000 unemployable people in 2,342 cases.

DEMONSTRATION PROGRAM

It seemed logical to make this area the proving ground for a modestly scaled demonstration program in which six trained social workers and a supervisor at an annual outlay of $50,000, or 2 percent of the amount now expended in the second precinct for relief alone, would undertake to test positive and aggressive methods of prevention.

This second precinct effort would be undertaken to attempt to stop the spread of social decay. In this area, there is the highest incidence of illness, delinquency, dependency, and illegitimacy. These factors have cost the city staggering sums, all of which have so far been an investment without any measurable return.

Senator BYRD. Mr. Shea, pardon me for my interruption. This is part of the overall $294,000 item, is it?

Mr. SHEA. Yes, sir; it is.

Senator BYRD. For improving conditions in the second precinct?

Mr. SHEA. Yes, sir.

Senator BYRD. As I understand it, that is an experimental program.

Mr. SHEA. Yes, sir.

Senator BYRD. And that program is to last how many years?

Mr. SHEA. Well, this $294,000, whatever the total figure is, is for the year 1962.

Senator BYRD. I understand that, but how long is it anticipated——

FIVE-YEAR PROGRAM

Mr. SHEA. It is anticipated it would be extended for 5 years.

Senator BYRD. And that will make a total of about $1 to $1.5 million for a social experiment. And I presume this then would be shifted, at the end of 5 years, to some other area of the city where the experiment would be carried on again.

Mr. SHEA. Well, I think that the experiment would demonstrate, we would hope, that the methods and procedures and techniques that would be developed could be applied to other areas of the city in which there might be equal—if not exactly equal, almost equal—decaying social conditions. We would hope, of course, the techniques and methodology we could develop in this project would help us not only reduce the dependency and the other social ills that exist in this area but also reduce them throughout the city where like social diseased areas exist.

Senator BYRD. Don't you suppose it might be possible that at the end of the 5 years the improvement would not be as great as expected? The progress made would not be as much as anticipated, and you would then come back to the Congress saying, we need to extend this another year or two so that we might reap the full benefits from it?

Mr. SHEA. I guess that is always possible.

Senator BYRD. Things have a way of working in that manner.

Mr. SHEA. Yes, sir; but I do think that if even a small percentage of the people who are on the border or on the fringe of becoming totally dependent are prevented from becoming totally dependent and therefore ending up on public assistance, in the long run there is a saving to the District taxpayer.

Senator BYRD. To what extent is your Department already working in the second precinct?

Mr. SHEA. We have 14 workers presently in the second precinct, and we are expending, as I believe I indicated, approximately $2.5 million in this particular area. This is one of the areas in the city, of course, in which there is the heaviest concentration of public assistance recipients, and therefore, of course, we would have a large number of workers as well as a considerable expenditure of money in this particular area.

The problem that exists in this area is not only a public welfare problem. It is a problem of overcrowded or inadequate housing and many other services or lack of services, possibly, which have contributed to this very serious socially deprived area of the city.

PUBLIC ASSISTANCE CASELOAD IN SECOND PRECINCT

Senator BYRD. What is the public assistance caseload in this area?

Mr. SHEA. 2,342 cases.

Senator BYRD. How many persons are receiving public assistance now?

Mr. SHEA. Totally?

Senator BYRD. Yes. In this area.

Mr. SHEA. There are approximately 9,000 what we call unemployable people; that is, including all categories, children as well as dependent adults.

Senator BYRD. That is an average of four persons per case.

Mr. SHEA. Dependent.

Senator BYRD. You say you have 2,342 cases?

Mr. SHEA. 2,300 cases—2,342 cases—and 9,000 unemployable people in this second precinct now.

Senator BYRD. Let us make sure we get the record straight. How many cases are you serving in the second precinct?

Mr. SHEA. 2,342 cases.

Senator BYRD. And how many persons are involved in the 2,342 cases?

Mr. SHEA. Approximately 9,000.

Senator BYRD. So then you have approximately four persons per case?

Mr. SHEA. Yes, sir.

Senator BYRD. Perhaps you would like to proceed with the reading of your testimony. We are going to get back to this item.

REHABILITATION PROGRAM

Mr. SHEA. This proposed project would seek out persons with a high rehabilitative potential; would guide persons away from social danger spots; would provide service to people who come for counseling and guidance because of aggravated personal or social problems; and would give intensive services to teach people to help themselves and to improve their environmental conditions, thus reducing the degree of potential dependency.

The Department would assign to these 6 workers no more than 45 cases each. They would serve a total of 270 families. If 270 families were on public assistance over $485,000 would be expended annually for them, of which $193,700 would be in local money. If these 6 workers are successful in keeping 70 families off of public assistance then we will have earned the $50,000 spent on this project.

Senator BYRD. Now you are asking for 10 positions here; aren't you?

Mr. SHEA. Yes, sir.

Senator BYRD. You have 315 families? According to your testimony on page ——

Mr. SHEA. We would take—in this particular demonstration project, the census tracts in this second precinct 48 and 49. We would take 270 families in these 2 census tracts and assign 7 workers—there would be 7 workers because 1 is a supervisor and 2 are clerks, so that there would be 7 working with these 270 cases of families and each would have no more than 45 cases which would enable them to provide the intensive services to them.

The project workers would endeavor to discover whether methods can be developed and effectively used that would arrest the growing deterioration of people and would set in motion a program of human reconstruction.

JUNIOR VILLAGE MEDICAL FACILITIES

Next is Junior Village medical, which is $24,000.

An infirmary unit of 20 beds for Junior Village children was opened in October 1956 in order to provide infirmary and nursing care and observation, thus preventing the need for admitting these children to a general hospital. Since there was no physical space at Junior Village an area of the District of Columbia Village Infirmary, designed for the aged, was set aside for this purpose. The unit was staffed by D.C. Village nursing personnal since the Junior Village staff was without medical background.

In October 1959 this unit was expanded to 60 children in order to take care of not only the sick children but also the new admissions and to provide adequate space for the overflow in the nursery cottage at

Junior Village. These children are between the ages of 6 and 15 months.

The current staff provides for 1 nursing assistant to 10 children on the day shift; 1 to 15 children on the evening shift, and 1 to 20 children during the night. This is extremely light coverage when recognition is given to the ages and the medical needs of the children. It is our feeling that little can be done for children in a program of care and training unless the children are in sound physical and mental health.

Although the original staff request to the House Appropriations Committee for this service was 15 positions it has been decided to request restoration of 4 of the original request. Restoration of four professional nurses will assist materially in helping relieve this situation. It would provide competent personnel for medications and provide supervision for the nursing assistants now caring for the children.

WORK TRAINING PROGRAM AT CHILDREN'S CENTER

Next is the work program at the Children's Center, for which $48,661 is being requested.

One of the major weaknesses in the overall program of rehabilitation for aproximately 175 older students at the Children's Center is the lack of a comprehensive work training program. This need applies to both boys and girls, delinquent and retarded.

The staff of the Department is attempting to develop a work training program in three phases:

Prevocational training which is reasonably well established now; supervised work details which is being requested in this appeal and work production experience which is anticipated to be requested in future budgets.

Each phase is progressively more demanding as far as responsibility for job performance is concerned. The students who are not in school or are in a half-day school program will be assigned to work detail supervisors.

The supervisors will work with the students in areas such as ground maintenance, clearing the wooded areas on the fringe of the Children's Center, developing more extensive recreational areas, painting, culinary and dining room, and mending of clothes and linens.

The ratio of supervisors to students will be small enough so that basic work habits can be taught. These work habits will include reporting to the assignment on time, accepting supervision, learning basic job skills, taking care of equipment, and working what is considered an average workday closely approximating 8 hours.

Aptitude for work and attitude towards work will be emphasized simultaneously. Practical work skills will be a large part of the program.

It will be geared deliberately toward job opportunities in urban living. Added to these factors there will be a conscious effort to develop proper motivation and philosophy toward work.

In summary, the philosophy, the motivation factor, and the practical work experience will develop in the older delinquents and retarded children the acceptance of the worthwhileness and dignity of honest work.

Senator BYRD. Does that complete your prepared statement, Mr. Shea?

Mr. SHEA. Yes.

NEW POSITIONS REQUESTED

Senator BYRD. Now, Mr. Shea, you are asking for a total of 28 positions, amounting to $150,195, I believe. Six positions would be in administration, 10 positions would be in the category of public assistance, 4 positions would be for District of Columbia welfare institutions, and 8 positions plus part time would be for the Children's Center; is that right?

Mr. SHEA. Yes.

Senator BYRD. How do you account, Mr. Shea, for the constantly increasing requests that are being made to the Congress for the Public Welfare Department?

FACTORS RESULTING IN INCREASES

Mr. SHEA. Well, I think there are two factors, Senator. First, the large substantial increase is always being requested in the public assistance division, and there has been a continuous request made in what might be referred to as the other phases of public welfare; and, if I might take the second phase first, in the public welfare program since 1954 there has been virtually a total replacement of physical facilities.

PHYSICAL FACILITIES

Dating back to February 28, 1954, when the District Commissioners opened the District of Columbia Village Infirmary and continuing until approximately 2 months ago when a school building was dedicated for retarded children at the Children's Center in Laurel, there has been not only a physical replacement but in the physical replacement there has been a sincere effort made to provide adequate facilities in terms of physical plants and in terms of numbers of beds available and necessary for the various phases of the public welfare.

For example, going back to 1954, before the infirmary was constructed, the bed capacity of a very deplorable infirmary was 134 beds. The beds of the new infirmary are 344 in number. In 1955, when we opened the Maple Glen School, we increased the capacity from 125 to 240.

When Cedar Knoll School was opened in September 1955, the bed capacity was increased from 260 to 552. So in each one the physical facility has been replaced and in so doing the District Commissioners and the Department have attempted to provide adequate accommodation in terms of the type of facilities and also in terms of the bed space.

JUSTIFICATION FOR INCREASES IN PUBLIC ASSISTANCE PROGRAM

Now, with respect to public assistance, there are several reasons why public assistance request has continued to rise. I think I might say that the request for public assistance in the District of Columbia is not unlike the request in comparable size cities in the United States and in I believe also virtually every State of the United States.

The major reason for the increase in public assistance is because of the increased birth rate, a certain portion of which children will, for one reason or other, find their way onto public assistance, mostly, of course, through the aid to dependent children program.

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Secondly, the fact of any type of social action program in a community, and there have been many in the District of Columbia, will always result in a certain number of people being discovered who really are in need of some type of help, and a certain number of them will be in need of public assistance. The many programs, of course, would include this whole matter of the redevelopment of the Southwest here which, as you remember, replaced many slum areas. The establishment of the surplus food program back in 1957 again brought a certain number of people to our attention. So any type of social action program does have the direct or indirect impact on public assistance.

I think also the fact of the increase in the life expectancy of most of us has prolonged medically but has not necessarily made people employable, and as a consequence you would find people coming onto either old age assistance, not as much in their particular category as they may find themselves on aid to the totally disabled.

I think also that in this city, as well as in virtually every other city of the country, we have witnessed unfortunately a shattering and chaotic crisis situation to many families. There has been all too much evidence of children, mothers and children, left without the proper or physical presence of the father in the situation, and as a consequence the child and the mother become ADC recipients. I think also the relatives support possibility has been somewhat reduced.

AVERAGE TIME OF RECIPIENTS ON RELIEF

If, for example, a family, a young man in a family has been regularly working and he is not able to continue that because of his lack of skill or any other factor that may have contributed to his loss of job, it may result in his aged parents becoming recipients of public assistance. We are also finding that the length of time that people spend on public assistance is increasing, and it is cumulative. I believe that the national average is somewhere in the neighborhood of about 2 years and 2 months, I believe it is, and we have approximately 2 years and 7 months. As a consequence this becomes a cumulative figure which unfortunately in many cases, of course, is in the aid-to-dependent-children category.

We are also finding increasingly that more and more of the young mothers who are recipients of aid to dependent children have considerably limited capacities and therefore it makes it very much of an uphill struggle to really rehabilitate these people and make them self-sustaining so that they will be continuing contributing members to society.

CATEGORIES OF INCREASES IN PUBLIC ASSISTANCE

Senator BYRD. May I interrupt you right there? You spoke just a moment ago of the increase in the length of time that the recipients are on public assistance. In what categories have the increases in the District of Columbia been most pronounced?

Mr. SHEA. In the two categories of aid to dependent children and general public assistance.

Senator BYRD. Now, would your statement concerning the increase in length of time be applicable to these two categories?

Mr. SHEA. Yes, sir. I think that the fact of cumulative dependency would be reflected specifically in the children. If they were, in other

words, to become recipients of public assistance when they are very young, the likelihood of their continuing to remain on public assistance through a continuous rather extended period of time is great because of the mother's inability to find any other way of income besides public assistance relief grants.

TRAINING PROGRAMS FOR YOUNG ADC MOTHERS

This is why, Senator, we have established with the permission of the Commissioners and with the permission of the House committee a training program for young ADC (aid to dependent children) mothers which, as you remember, has been in effect slightly less than 4 months at the present time, and as of yesterday morning there were 21 of the original 31 mothers that were in this project on full-time jobs. This is the only demonstration that we know of in the country that has taken the young ADC mother with no mother than two children, no child being over the age of 10, and tried to work with them intensely to get them into the labor market and therefore off public assistance. And I think that if these mothers can hold the line, that this is a rather substantial reduction and will be a cumulative reduction over the years because we hope, of course, that these mothers will be replaced by other mothers in this training project.

MIGRATION FACTOR

One other reason that would cause an increase would be, of course, the migration factor. Now, this does not directly affect public assistance because, as you know, we have a 1-year residence requirement in the District of Columbia, but I think that the District of Columbia is like virtually every other urban area in the country. There has been an in-migration from sections of the country and a certain number of these individuals who come to the District of Columbia may well come for the benefit of the school system or for better health services.

Many of the people who presently are on public assistance came during the war years when employment opportunities were readily available, and as a consequence, along the way these young girls may have gotten married. Their husbands may have deserted them, and as a consequence they are on public assistance.

I think also the opportunities for the low income unskilled person in the District of Columbia are not too readily available, and many of the people who may have come here with great hopes that they would be able to get a job have not found this a reality and unfortunately they have eventually come on public assistance. But I think I should point out, however, there is no person on public assistance in the District of Columbia who is employable. Unlike many of the States, the District of Columbia does not find people eligible simply because they are unemployed.

ELIGIBILITY FOR PUBLIC ASSISTANCE

Senator McGee. Would you repeat that statement? There is nobody on it now who is employable?

Mr. Shea. Yes.

Senator Byrd. That is true with regard to every category of public assistance?

Mr. SHEA. Yes, sir. The five categories you will recall are old-age assistance, aid to dependent children, aid to the blind, aid to the disabled, and general public assistance and old-age assistance. A person, of course, 65 years of age or older.

On aid to the general public, general public assistance, they are examined and determined to be unemployable by medical information. Unless the ADC mother can make a satisfactory work plan for her child, if she can make a satisfactory work plan for her child, she is encouraged to go on the job and the child stays in the satisfactory work plan. So she would be the employable person under those conditions only. So that unlike many other communities, we do not provide assistance to the person simply because they are unemployed.

CONCERTED EFFORT NOT TO INSTITUTIONALIZE

One other final reason why we may have increase in public assistance is this. We have made a concerted effort to keep as many people out of our institutions or to get as many people who are in our institutions out because it is obviously less expensive to keep them in the community on old-age assistance or any other category or to get them out of the institution after they have been institutionalized than continue them there for a long period of time.

So this may result in more people showing up on the old-age assistance category or aid to the disabled who under other circumstances would be in institutional care which is about four times more expensive than it is on old-age assistance or aid to the disabled.

Senator MCGEE. In other words, would it be fair to say that there is an area here where, by administrative decision or policy decision, you could show a decline in the burdens on your rolls by running more of them into institutions for institutional care——

Mr. SHEA. Yes.

Senator MCGEE. But you believe it is more economical and a better way to keep them in the community.

Mr. SHEA. Keep them out of institutions or get them out as soon as possible with adequate medical advice and proper supervision afterward.

Senator BYRD. I may have missed this in your testimony, but do you have any unemployed employables receiving benefits under your GPA category?

Mr. SHEA. If the person is temporarily unemployable as the result of an accident, he is eligible for general public assistance only as long as he is unemployable, and the moment he is able to go back to work, even though he does not get a job, he is ineligible.

AID TO DEPENDENT CHILDREN CASELOAD

Senator BYRD. Suppose you present to the committee a breakdown of your ADC payments, Mr. Shea.

Mr. SHEA. We have—would you like me to read it?

Senator BYRD. Yes.

Mr. SHEA. We have for the month of May 1961, made an analysis of the total number of cases receiving aid to dependent children which at that time was 5,432 cases which represented 24,963 different people. Of that number, 266 cases received between $5 and $49.

Senatro BYRD. What year are you referring to?

Mr. SHEA. May 1961.

Between $50 and $99, 846 cases; 1,913 cases between $100 and $149; 1,480 cases between $150 and $199; 545 cases between $200 and $249; 271 cases between $250 and $299; 89 cases between $300 and $349; 16 cases between $350 and $399; 1 case between $400 and $449; and 2 cases between $450 and $499.

Senator BYRD. So your average monthly assistance grants for aid to dependent children——

Mr. SHEA. Would be $150.98 a month.

Senator BYRD. $150.98.

Mr. SHEA. That would represent a mother and three children.

Senator BYRD. Now, you have an average of $108.98 in 1956.

Mr. SHEA. Yes, sir.

Senator BYRD. Which is an increase of roughly 45 to 50 percent.

Mr. SHEA. Yes, sir.

Senator BYRD. And you had an increase in the number of cases in the ADC category in the same period of approximately 150 percent. You have an increase of 150 percent in the number of cases and you have an increase of almost 50 percent in the average monthly grant. How do you explain this, Mr. Shea?

Mr. SHEA. Well, I think in 1957, if you will recall, there were rather extensive hearings on hungry children in the District of Columbia and as the result of that, there were several changes undertaken by the then Board of Commissioners which have increased the cost for public assistance specifically and most specifically for aid to dependent children because the Commissioners were very much concerned about the large families and the number of children receiving inadequate grants.

Among the things they did, of course, was, as you recall, they increased the budget standard. First we revised the budget standard and brought it up from April 1953 to 1957 and they increased the percentage of grants from 83 percent to 100 percent at the same time.

SURPLUS COMMODITY PROGRAM

Senator BYRD. When did you institute your surplus commodity program?

Mr. SHEA. 1957. This is the second thing that happened as a result of the hungry children. Also at that time in the revision of the budget standard there was considerable interest expressed and direction was given to us by the Commissioners to be sure that the amount directed specifically to the children was increased, so therefore we concentrated very specifically on the aid-to-dependent-children program.

CEILING ON GRANTS REMOVED IN OCTOBER 1958

Among other things that occurred at that time was the ceiling on grants was removed. You will recall that prior to this time there was a ceiling of $200 a month regardless of the size of the family or regardless of the needs of the family. Now, as we indicated just a few moments ago, there is no ceiling.

Senator BYRD. What year was that?

Mr. SHEA. 1957. Effective actually in October 1958.

Senator BYRD. What is your position with regard to a reimposition of the ceiling?

Mr. SHEA. Well, I think, sir, that you have to take into account the human needs of these children and to say that a family of five or six or seven children can live on $200 a month when you consider the fact that they have to pay rather substantial rent, the fact that food, the cost of food is considerably increased since 1957—we would hope that the children would be able to keep their heads reasonably high with respect to their other children friends in their neighborhood, and I think that it would—it probably would result or rather it could result in some of the mothers or parents becoming so disturbed about this arbitrary ceiling that they may well abandon the children, and if they do, they would end up in Junior Village.

Senator BYRD. In other areas where the imposition has been made, has it had such a result?

Mr. SHEA. I don't know specifically that, sir, but I could try to find out. I am not sure what the areas—I know that many States of the country do not have any ceiling. Of course, I am sure there are many States that do have a ceiling, but I think the inclination is to try to meet the needs of the family even though it is on a minimum basis because if it isn't met, there can be much more serious social repercussions in terms of other needs for the child being provided by welfare and it could well actually result in increased health costs because if the child is not properly nourished and taken care of, he could become a health problem and therefore have to be hospitalized.

Senator BYRD. At the time you had the ceiling, you did not have the surplus commodity distribution program, did you?

Mr. SHEA. No, sir; that is right.

Senator BYRD. Would not the surplus commodity program offset to some extent the ill results that you say might be anticipated as a result of the reimposition of the ceiling?

Mr. SHEA. I think there is no question it does, sir. As you will recall, Senator, there are some 11 products now being provided in the surplus food program and, as of recent date, rather substantial increases, but I still think the mere giving of surplus food, even to the largest family, is not totally a palatable diet on a continuing basis and children do need some other more platable foods in order to continue to enlist their interest in eating because a lot of these children, as you know, do not have proper eating habits and this is one of the things we have to teach them along the way.

PERSONS ON RELIEF WORKING OUTSIDE THE DISTRICT

Senator BYRD. Have you had instances, Mr. Shea, in which persons on relief have worked outside the District of Columbia?

Mr. SHEA. Well, not if we can catch up with them. If they work outside the District of Columbia—you mean who are on relief and literally go outside of the District of Columbia and work?

Senator BYRD. Yes.

Mr. SHEA. I don't know of any instance of that. There may well be.

Senator BYRD. Have your investigators found any cases of common law arrangements in which the man is working perhaps in Baltimore or some other nearby city or even in the District of Columbia and the woman draws a relief check?

Mr. SHEA. They would not be eligible.

Senator BYRD. Have you found any instances, I say? Have your investigators turned up any cases like that?

Mr. SHEA. Well, I don't know the details. We can check that. But I might say that our investigators have been eminently successful in locating any of these irregularities since the Congress made this unit available to the Department, which was in October 1955.

Senator BYRD. Mr. Shea, I think that as Director of this agency you are certainly aware of the growing concern on the part of the Congress with reference to the growing fiscal requests of this agency. Would you not as Director be aware without having to look at your records, without having to talk with your people in your agency, wouldn't you as the Director of this agency be aware of such instances, if they were uncovered by your investigators?

Mr. SHEA. May I ask Mr. Brewer?

Mr. BREWER. May I explain one part of our policy. Under our ADC policy, if any man is in the picture, regardless whether it is common law, paramour, or legal father, and if we find he is living in this home and having any contact with this family, regardless of whether or not he is employed, the family is ineligible.

Senator BYRD. That is true, but that doesn't answer my question. Have you found any instances of this?

Mr. BREWER. Yes; we do find instances in our investigations of various factors of eligibility. When we question such a case, we turn it over to our investigators and we do have cases closed each month for a variety of reasons where we find the man in the picture. If it is serious enough that we can present the case to the Corporation Counsel for fraud, we do so. And we had two such cases, I believe, last year. These are not too easy to prove in court, in terms of fraud, because the only law under which we prosecute is the overall fraud statutes. We find in our investigations, which I reported, which I am sorry I don't have with me, the reasons for closings each month, showing the number of cases in which resources have been discovered through one source or another. This is a constant investigative process.

Senator BYRD. Suppose you supply that for the record, will you, please?

Mr. BREWER. Yes, sir.

(The information referred to follows:)

DEPARTMENT OF PUBLIC WELFARE, OFFICE OF THE DIRECTOR

REASONS FOR CLOSING ADC CASES IN FISCAL 1961

We closed 1,371 cases last year in ADC (aid to dependent children). The reasons for closings and the number of cases closed for each reason are as follows:

	Cases
Fathers no longer incapacitated	266
Mothers employed	212
Mothers employable	67
Fathers returned	221
Continued absence not established	84
Loss of residence	27
Adequate resources	157
Children reaching 18 years	81
Refusal to comply	36
Voluntary withdrawal	49
Loss of contact	123
Other	48

UNEMPLOYMENT SITUATION IN WEST VIRGINIA

Senator BYRD. Now, Mr. Shea, during our hearings on the supplemental appropriations bill earlier this year, some reference was made to my own State of West Virginia. I think everyone is cognizant of the fact that we have a high unemployment figure in West Virginia. The point was made at the time of the hearing that West Virginia pays 85 percent, I believe, of the low-low needs in the ADC category. When we were getting ready to hold hearings on this bill, your office called my office and asked if it might be permissible to have someone go into West Virginia and talk with my State director of the department of welfare there. My office informed your office that would be quite all right. So, in view of the fact that someone did go to West Virginia to talk with my State director, I thought it might be well if I invited my State director to be here today with us, so that if the committee wishes to ask any questions of our State director concerning the administration of the public welfare program in West Virginia, the committee might do so. And I want to ask a few questions of the State director also.

So, at this time, I would like to ask Mr. Bernard Smith, the State director of the department of public welfare in West Virginia, to take a seat at the table.

DEPARTMENT OF WELFARE, STATE OF WEST VIRGINIA

STATEMENT OF BERNARD SMITH, STATE DIRECTOR

GENERAL STATEMENT

Senator BYRD. I appreciate your cooperation in discussing with the individual from the Department of Public Welfare here the questions that he might have cared to ask you during his visit to West Virginia. I have just asked the Director, as you know, concerning his experience in the locating of cases of common law arrangements in which the man was working perhaps in a neighboring city while the woman is drawing a relief check here in the District. Have you had in West Virginia any cases of that kind?

Mr. SMITH. Well, Mr. Chairman, we have experiences of that type as does every State in the Union. And it is particularly a difficult problem in a State in view of the enforcement factors, should that person work or leave, go out of the State, and then return across State lines because enforcement factors in bringing them back—maybe coming in over the weekend—it is very difficult to find them. When we find them we also take them off the rolls and in many cases prosecute them.

Senator BYRD. This has been found to exist in West Virginia.

Mr. SMITH. Yes, Mr. Chairman.

Senator BYRD. Where have your investigators found men working outside of West Virginia? Can you give us an example?

Mr. SMITH. We found them everywhere from Detroit, Cleveland, and in other localities in the State.

Senator BYRD. Could you cite other types of cases, Mr. Smith, in which your agency has found individuals taking advantage of the agency, drawing benefits when they are otherwise not eligible?

Mr. SMITH. Mr. Chairman, to make myself physically clear, I believe that this program, as any other program, is certainly prone to violation. In many instances it is very difficult to find them. One difficulty that we have always had is obtaining sufficient employees. As I have explained, one factor in that as far as the State is concerned is the difference in Federal matching money on personal services as compared to program money or grant money. Legislatures have a knack of considering the comparison of the personal services to the program expenditures when in personal services they have to compare with what the State is putting up in West Virginia, 60 percent of the money, and in the program, they are only putting up 30 percent. We have been understaffed and it is difficult to find violations.

AVERAGE CASELOADS

Senator BYRD. What is your average caseload?

Mr. SMITH. The average caseload per worker is 267 cases.

Senator BYRD. Do you have an investigative staff?

Mr. SMITH. No, we do not.

Senator BYRD. Do you have an investigative staff here, Mr. Shea?

Mr. SHEA. Yes.

Senator BYRD. You have an average of how many cases per worker?

Mr. SMITH. 267 cases.

Senator BYRD. What would be the ideal caseload in West Virginia as far as you are concerned, and the ideal which is within the realm of practicality?

Mr. SMITH. Well, the ideal case load is an extremely difficult thing to arrive at. It varies in many different situations. However, the legislature in West Virginia has been extremely kind and we do have sufficient appropriation which we feel we can cut this caseload to 200, which I think we can live with for awhile under existing appropriations.

Senator MCGEE. May I just ask on that point, if you could set up the program which you think would be justifiable and which would achieve the goals that you would have in mind, what would you like to see?

Mr. SMITH. Well, again, Senator, it is a difficult thing. In a State like ours you have varying types of communities, varying types of areas. In our State it would vary upon the area. You see, we would have metropolitan areas such as Charleston or Huntington or Wheeling. Then you would have rural areas with cases widely dispersed and caseload in the Charleston area to me could be higher than the caseload in the areas such as up in Berkeley County, Jefferson County, where you travel up the hollows and far distances.

Senator MCGEE. I just thought I detected in the tone of your voice when you said, "We would like to get it down to 200 and we can live with that," a suggestion that you could make ends meet on it but it still would leave something to be desired.

Mr. SMITH. Our public assistance division is trying to get to 185 caseload and I personally feel that under existing circumstances we can work with that. Of course, anything—if you had two caseloads, it would be the perfect situation. It has to be what you can work with.

CASELOADS IN RURAL AND URBAN AREAS

Senator BYRD. Now, what has been your experience with the rural and urban areas in West Virginia? In other words, how would the area covered affect the average caseload that may be effectively carried by a worker?

Mr. SMITH. Well, as I say, in West Virginia the only comparison I would have is the Metropolitan Charleston area and the Metropolitan Wheeling area where they can carry a much larger caseload because generally in these communities the public assistance cases are located in one area of the community. Your general slum area, so to speak. And, they cover those areas.

In some of your rural counties, they have to travel considerable mileage from case to case.

Senator BYRD. Then you would say that a worker in an area such as we have here in the District should be able to handle a bigger caseload than can the worker in an area like West Virginia?

Mr. SMITH. I would say this, Senator, that in West Virginia this is true. I am not familiar with the different sociological problems in the District. There may be different sociological problems within the District which do not exist in Charleston or something like that. I could not infringe upon Mr. Shea's feeling there.

LIMITATION ON ADC PAYMENTS IN WEST VIRGINIA

Senator BYRD. A little while ago your heard the discussion concerning the imposition of a limitation on ADC payments.

Mr. SMITH. Yes, Senator, and West Virginia is one of those States with a limitation. I do not personally agree with the limit we have, but I do agree emphatically with a limitation. We have a $165 limitation and we have limitations within the $165 maximum. We are working at the present time to up that somewhat, but I will take this opportunity to explain why I and also my Public Assistance Division do agree with the maximum.

Senator BYRD. Now, might we just suspend at this point until we answer the rollcall?

(A recess was taken.)

Senator BYRD. Senator Schoeppel, I have just asked Mr. Smith about the imposition of a ceiling on ADC grants in West Virginia. He had indicated that there is such a limitation, and I would like to ask Mr. Smith when this limitation was imposed.

REASON FOR LIMITATION

Mr. SMITH. This limitation was imposed some 6 years ago. While I was not in the agency, I am informed by the director of the agency at that time that the reason for its imposition was that some payments were in his opinion getting out of line.

Another reason for my feeling on the imposition of a ceiling——

Senator BYRD. Excuse me. You mean the payments were becoming too high?

Mr. SMITH. Too high.

Senator BYRD. Or were there too many people getting on the rolls?

Mr. SMITH. No. They were becoming too high. The feeling in the Public Assistance Division there was that it reaches a point that it will discourage a mother who has lost her husband from seeking marriage in that they receive much more for the support of the family than a husband in that category, in that experience, in that education could receive working. So it discourages marriage and subsequent adoption of the children.

Senator BYRD. You mean the lack of a ceiling discourages marriage in the opinion——

Mr. SMITH. To some extent. Once it gets out of line. When it gets up to the point of $500, $700, $800, it is very unlikely that a husband could be found that could make this income from outside sources.

Senator BYRD. Could you give us some idea as to the maximum that was being received by a family unit?

Mr. SMITH. Well, in West Virginia at that time there was one over $500. There is a report of one in the United States of over $1,000 per month, 23 children.

REMOVAL AND ADOPTION OF ILLEGITIMATE CHILDREN

Another reason for our stand on this is we have found especially where the children are illegitimate that a point is reached in the number of children where it becomes necessary for the Child Welfare Division to remove these children from the home and seek adoptive parents for them. The reason for this is that once you have a situation where a mother continues after two, three, four children to continue to have illegitimate children, it is not good to leave those children in that home growing up in that situation. So we must move in and attempt to take the children out of that condition and make every attempt to secure adoptive parents. That is our main role.

I have given you two reasons. There are many varying degrees of arguments on this, but this is the position we have taken and the position we shall continue to take.

Senator BYRD. You don't believe that this limitation serves to curb illegitimacy?

Mr. SMITH. Not to curb it. I thought I made myself perfectly clear on that. There are many other factors on illegitimacy.

Senator BYRD. What percent of the needs of the budget are you meeting in West Virginia on the aid to dependent children program?

Mr. SMITH. We are presently meeting 85 percent of the needs of the budget.

Senator BYRD. How was this limitation accepted by the mother? You heard Mr. Shea express a fear that it might create some undesirable effects. How was this received in West Virginia?

Mr. SMITH. We know of no extreme difficulties in that situation. Of course, I can recognize that situations vary. We have situations in areas of the State where costs of living are high. We have other areas where they are less. We have not had any difficulty with them. I do not want to say that other areas would not experience other reactions other than our own. However, I can reiterate that we have had very little difficulty with the situation.

Senator BYRD. Well, in West Virginia would you recommend that the limitation be removed?

Mr. SMITH. I would not.

Senator BYRD. Senator Schoeppel, do you have any questions on this subject of limitation?

Senator SCHOEPPEL. Personally where I have discussed this, because of this growing situation, I look with favor upon it. I really do. At this point in the record I want to say that I think it is splendid for you to come up here and give us the benefit of the situation that you have candidly pointed out in your own State in relation to what we are finding here in the District.

AID TO DEPENDENT CHILDREN PER FAMILY

I am just wondering at this stage here, while we are at this displaced sequence in the record, on page 87 of the House committee, table A, "Grants of Public Assistance for the District of Columbia and Selected Nearby States in 1961," we find with reference to the aid to dependent children per family, District of Columbia, $151.82. In Maryland, $127.10. In Virginia, $98.14. In West Virginia, $96.29.

Now, on the same page 97, table B, of the House hearings, the average grant to public assistance for the District of Columbia and adjacent counties, March 1961, again going back to the aid to dependent children, that is the average per case, District of Columbia was $151.48; Alexandria, $122.23; Arlington, $135.99; Fairfax, $155. That topped the District of Columbia. Prince Georges County, $124.53; Montgomery, $115.26.

Now, the average grant per family for aid to dependent children in the adjoining areas is $130.60. Now, that is about $30 per family less than we are finding in the case here in the District. And if we were to get in line with the adjoining counties, I wonder what the average savings have been or would be, would have been in 1961?

Mr. SHEA. We don't have that, Senator, but we could supply it for the record.

Senator SCHOEPPEL. I think it would be well if we could get that furnished for the benefit of the record.

(The information referred to follows:)

EFFECT OF LOWER AVERAGE AID-TO-DEPENDENT-CHILDREN GRANT ON EXPENDITURES FOR PUBLIC ASSISTANCE

An average grant of $130.60 per aid-to-dependent-children case would have reduced the need for public assistance funds from District of Columbia sources by an estimated $497,668.

It should be noted that the average grant per person in aid-to-dependent-children in the District of Columbia and adjacent counties does not vary as greatly as the average grant per case. In July 1961, the average grant per person receiving aid-to-dependent-children in these communities was as follows:

Arlington County, Va	$38.36
Alexandria, Va	24.72
Prince Georges County, Md	27.28
Montgomery County, Md	28.35
Fairfax County, Va	34.86
District of Columbia	33.43

Thus an average grant of $30.70 per person instead of $33.43 in the District of Columbia would have reduced the need for public assistance funds from local sources by an estimated $297,231.

POLICY IN NEARBY COUNTIES

Mr. SHEA. I might say, Senator, the inclination of the contiguous counties is to emulate the District of Columbia and they have continued to try to raise their budget standard to the point where it would be more reasonably comparable to the District of Columbia. I recognize that this has not been attained, and I do think that one of the reasons why it is is that we have adjusted our budget standard more rapidly than have the other contiguous areas, but I think they are desirous of trying to come closer to the average monthly grant in public assistance than they have presently in existence. Whether they realize it or not, that is another factor.

Senator SCHOEPPEL. I notice in the House hearings on page 861, Mr. Shea, I believe you testified that the average cost to the District is increasing rapidly because the maximum Federal matching is earned and because the largest increase in the aid is in the aid to dependent children program.

Mr. SHEA. Yes.

REASON FOR INCREASING RATE

Senator SCHOEPPEL. Now, I wonder by reason of that, am I to understand that the basic reason for increasing your rate is so that you might be able to collect the maximum Federal grant?

Mr. SHEA. No, sir. We are obviously, of course, trying to get the maximum Federal matching in every one of our categories of assistance, but the effort has been exerted by the Department to try to provide the minimum subsistence to those individuals and families who are eligible for the categories of assistance. Actually I think, Senator, you will find that our regulations are still pretty rigid, despite the efforts that were made in 1957 to liberalize them, and despite the ever-increasing number of cases on public assistance and

particularly aid to dependent children. There is a very heavy percentage of those who apply to public assistance who never get it. Approximately 46 percent of the applications for public assistance are approved. The balance are disapproved.

So we still are pretty rigid and are a long way from the eligibility factors that exist in many other States.

Senator BYRD. Would the Senator yield?

Senator SCHOEPPEL. Mr. Chairman, you have your State visitor here from your home State. I don't want to break in, but I thought this—in this particular place in the testimony here, this matter of the increasing illegitimacy and the drain that it is having upon the assistance program here in various categories, besides the moral deterioration that is following this thing, is rather something that should concern all of us who are in a position where something must be done about it, legally or otherwise.

GALLUP POLL ON ILLEGITIMACY

I was rather interested this morning, in the Washington Post, to find printed the results of a recent poll, George Gallup, in which 1,681 adults were interviewed and they were asked:

Do you think it is a good idea or a poor idea to get a court order to require the mother of an illegitimate child to name the father and then to require him to pay the extra relief costs for the child?

The results, nationwide, as reported by this service were:

Good idea, 73 percent; poor idea, 16 percent; no opinion, 11 percent.

Now there is a rather interesting editor's note:

This plan, coupled with even more stringent regulations, already is in effect in the District.

He points this out.

In Washington, the birth of an illegitimate child after a mother has qualified for relief is presumed to be evidence that an employable male is in the home. Therefore, the mother and all her children—even legitimate youngsters by a deceased husband—lose their relief payments.

RIGIDITY OF DISTRICT REGULATIONS

I assume from what you have testified that is the case.

Mr. SHEA. Yes, sir.

Senator SCHOEPPEL (reading):

If it then is determined there is no employable male in the home, the mother cannot qualify for relief again unless she names the father of the illegitimate child and files a criminal nonsupport action against him in juvenile court.

Mr. SHEA. This is evidence of the rigidity of the District regulations.

Senator SCHOEPPEL (reading):

The birth of an illegitimate child after a mother has qualified for relief.

Suppose a mother now of two illegitimate children makes a request for aid to dependent children for the first time. How do you handle that here in the District?

Mr. SHEA. The mother is required—if she says the reason she is applying is the absence of the father, that raises the question immediately in our minds to turn it over to the investigators. The investigators of our Division will ascertain whether the father is absent, or whether it is just a fraud on the part of the mother, and if we cannot locate the father, the mother, if she knows, is required to go to the juvenile court, indicate the name of the man and his last known address and then come back to the Agency, and she may be found eligible for assistance.

Senator SCHOEPPEL. Now, I want to ask this question. If the father of an illegitimate child cannot be located, do you allow payments on the basis of desertion?

Mr. SHEA. Yes, sir. If every effort is made, and has been completely unsuccessful, the mother is then eligible for assistance and continues until the situation changes.

Senator SCHOEPPEL. I noted your testimony here about the size of some of your checks or what you experience was in your State of West Virginia.

LARGEST RELIEF CHECK IN D.C.

I might say, Mr. Shea, that it has been reported to me—please understand, I don't know the facts or the certainty of this, but it has been reported to me—that you have or did have one family in the District that was or is receiving a welfare check amounting to approximately $800 to $900 a month. Now, is there any foundation to that statement?

Mr. SHEA. No, sir. The largest check that a family receives, and they are two families in the District of Columbia who have 11 children—rather 13 children—the largest check is $454 a month.

Senator SCHOEPPEL. Since we are talking about this unfortunate situation of illegitimacy that is existing in a lot of these places, and here, how many of those—were any of those children in that category?

Mr. SHEA. No, sir. They are all legitimate children.

Senator SCHOEPPEL. Now, Mr. Shea, I do not want the names of the recipients. You may or may not have been asked this while I was up voting, but would you be kind enough to submit for the record, No. 1, the highest amounts you pay for aid to dependent children, and 2, the general public assistance and 3, the old age assistance, just 1 to 10. Now, could you also furnish about how many families are on relief, families that are on relief who are now receiving more money than the maximum pay of families on social security. I wonder if you have that broken down someplace.

Mr. SHEA. I didn't understand that, Senator. Old age survivor's insurance?

Senator SCHOEPPEL. That is right. Could you furnish that?

Mr. SHEA. Yes, sir.

Senator SCHOEPPEL. You wouldn't have that available now, but I think it would be helpful for us to have that in the record.

Mr. SHEA. Yes, sir.

(The information referred to follows:)

DEPARTMENT OF PUBLIC WELFARE, OFFICE OF THE DIRECTOR

Ten largest grants in ADC, OAA, and GPA

	Aid to dependent children	Old-age assistance	General public assistance
1	$492	$161	$192
2	454	148	152
3	418	125	148
4	399	123	141
5	397	121	138
6	391	120	127
7	387	116	125
8	384	115	124
9	377	113	121
10	364	112	120

FAMILIES RECEIVING ADC WHOSE GRANT IS HIGHER THAN THE MAXIMUM BENEFITS TO FAMILIES RECEIVING OASI BENEFITS

According to the Social Security Administration, the maximum benefit under the OASDI insurance program is $190.60 for a widow with one child and $254 for a widow with two or more children. As you are aware, these grants are based on earnings of the father and not on the need of the family.

In the District of Columbia in May 1961, a total of 375 families received $250 or more in assistance grants. Nearly all these families had 7 or more persons in them. The distribution of these families by number of persons in them are as follows:

Number of persons in family:	*Number of families*	Number of persons in family—Continued	*Number of families*
12 or more	19	7	60
11	22	6	—
10	39	5	1
9	103	4	4
8	126	3	1

In February 1961, a total of 136 families receiving ADC were also receiving OASDI benefits. The total of the OASDI benefits to these families was $10,602.61. The amount of assistance provided to these families was $14,732.00.

FORMULATION OF REGULATIONS

Senator BYRD. Mr. Shea, you spoke a moment ago of the rigidity of the regulations. Who formulates the regulations?

Mr. SHEA. The Department develops its own regulations and if any regulation impinges upon any budgetary matter, directly or indirectly, they are approved by the Commissioners. Budget standards, of course, are approved by the Commissioners and are reviewed by the Commissioners. If there is any adjustment either up or down. But basically what it amounts to is that the Department proposes the regulation. It is joined by the Public Welfare Advisory Council and, if it involves a budgetary matter, and that virtually involves everyone of them, of course, then it is approved by the Commissioners.

Senator BYRD. If you feel there is rigidity in the regulations, could you not recommend a relaxing of the regulations?

Mr. SHEA. Yes; I may.

FREQUENCY OF VISITS BY CASEWORKERS

Senator BYRD. Mr. Smith, how often do your caseworkers get around to visit each recipient?

Mr. SMITH. At the present time they usually visit during the month. Now, on many occasions, and in certain areas when we have people on educational leave or other people off, they will not get around that often. They must make a review once every 6 months.

There is one other thing, if I may take this opportunity to add something, that we have placed in which has been highly successful. On your question, Senator Schoeppel, the filing of the warrant for the father, the alleged father, we follow the same practice requiring that warrant to be filed and attempts made to receive support from the father of the illegitimate child. But we have placed in our Department, since we are charged with the responsibility of enforcing the Reciprocal Dependency Act, a legal division which is available to the mother of the illegitimate child. We screen it, take the information, and if we can find the father, wherever he is, we will file that reciprocal dependency petition and enforce it wherever he is. That has been a help. It may be something that the District of Columbia may want to think about.

In many instances you have to deal with other bodies when it comes to enforcement. These agencies are busy also. But we found it has been highly productive to have that right within the same agency, with the enforcement.

Senator SCHOEPPEL. May I just make this inquiry? Is there something here that is comparable?

Mr. SHEA. The comparable to it, Senator, is in the corporation counsel's office.

Mr. SMITH. We had that before with the Attorney General and prosecuting attorney but normally they are so busy in other matters that it is hard to get them to do this.

AVERAGE GRANT IN FAIRFAX COUNTY, VA.

Senator BYRD. Senator Schoeppel, a moment ago you referred to the aid-to-dependent-children payment for the District of Columbia. The average grant has been $151.48. And you pointed out that it was only exceeded by Fairfax. Is it not true, Mr. Shea, that this might be the explanation of why Fairfax has a higher average grant in this category than does the District, the fact that the population is increasing in Fairfax while the caseload may be maintaining a level or perhaps even dropping? Would that not normally result in an increased average grant?

Mr. SHEA. I think so; yes. And I think, also, of course, the composition of the population in Fairfax is considerably different from the composition of the population in the District. The highest rate of dependency in this metropolitan area exists physically within the District of Columbia so that the total number of cases, and I am not

sure exactly what it is in Fairfax but I would say it is a relatively insignificant number compared to even the smallest category of public assistance in the District of Columbia, and that would be true of many of the counties in Virginia. The total caseload they would have would be relatively small compared to what we would have in even one category.

Senator BYRD. I might say that that was the explanation that was given to my office this morning by the people in Fairfax.

TYPES OF POPULATION IN THE DISTRICT OF COLUMBIA

Now, has this situation existed over a long period of time? You spoke of the type of population in the District being such that a greater caseload resulted.

Mr. SHEA. Well, I think as you mentioned the first day of the hearings, Senator, the total population of the District has gone down something in the neighborhood of 52,000, so it is now about 763,000 where it used to be 802,000.

Senator BYRD. It is now around 792,000.

Mr. SHEA. Whatever it is. I think the characteristics of the population, even though the numbers are down, are those which would lend themselves, at least have a greater likelihood of being the type that would or may eventually be found eligible for public service for one reason or another.

INMIGRATION FROM OTHER AREAS

Senator BYRD. Do you think that most of these result from inmigration from other areas?

Mr. SHEA. No, sir. I think we have made two rather detailed studies and one very small study with respect to this inmigration. We made one in 1952. We made one in 1958. We made another one, I believe it was the latter part of 1960, and the vast majority of people on public assistance, who are presently on public assistance, have been here beyond 5 years, and many of them have been considerably beyond 5 years.

I think what has happened is that many of the mothers who are now the mothers of young children, whether they are legitimate or otherwise, came here during the war or postwar years for employment opportunities and came here for the other available services of the District. They either didn't find them or they were disillusioned. The consequence, they found themselves in the District of Columbia without adequate resources or without the availability to get any adequate resources and, therefore, they found their way onto public assistance.

But I do think that because of the existance of 1-year residence requirements in the District, which is applicable, as you know, across the board, a person cannot come here today and get relief tomorrow. I would be the last one to say that a person does not eventually get on the assistance rolls because they do, and they get on in the 13th month, but the fact is they do not get on assistance during the first 12 months. They just aren't eligible.

PROOF OF ELIGIBILITY

Senator BYRD. What is to hinder the individual from coming here, establishing a residence, going back to North Carolina or South Carolina, coming back later and becoming eligible under the 1-year residence requirement?

Mr. SHEA. He has to ascertain very clearly and very specifically and make available to the agency at the time of his application factors that will ascertain and prove specifically that he has been continuously here for 1 year prior to his acceptance for aid.

Senator BYRD. What are those factors?

Mr. SHEA. The rent receipts—enrollment in——

Senator BYRD. Couldn't he have bogus rent receipts?

Mr. SHEA. Yes; he could have that but we certainly check behind it if we have any suspicion whatever. The possibility of enrollment in school of his children is another indicator. The possibility of his having to go to a hospital or any of his family in which he would have to give information as to when they came and where they lived and, of course, his employment. If he has had any type of employment, we will check into that to see what residence he gave and what date he gave for his arrival in the District. The burden, incidentally, is placed on him. We do not reach out and do all these things for him. We will put the burden on him so he will have to prove his residence.

We aren't anxious to prove it for him.

Senator BYRD. Have you found any instances like this—any instances such as I have described in which they came into the District, went out, came back, and attempted——

Mr. SHEA. Yes; I am sure among the 54 persons we turned down there were some of those that we turned down for that reason.

RESIDENCE REQUIREMENT IN WEST VIRGINIA

Senator BYRD. Mr. Smith, what is the residence requirement in West Virginia?

Mr. SMITH. One year.

Senator BYRD. Is this being adequately enforced?

Mr. SMITH. Well, we think we are getting better with it. We have quite a program on to enforce that program. Might I add we have additional workers now, and I think we are going to do a much better job of enforcing it.

ACCESS TO SOCIAL SECURITY PAYMENTS

There is one way that it could be helped. If we had a freer access to the social security payments by individuals. If we had access to those records, it would be fairly simple to tell if this man who has come into West Virginia was then going into Ohio or then going somewhere else while claiming residence in West Virginia. It would be a fairly simple thing to find that information.

The same thing with your person living in the home of the alleged illegitimate mother. When you receive information of him, he is gone. The way we have to do it now is to conduct a thorough investigation into where he is. But if we had access to these records,

that he was working in any community, we would have ready information on where he is, could then file our petition in the court in the county in which he is located and recover the support for the child.

ADC RENT PAYMENTS

Senator BYRD. Mr. Smith, what is the maximum rent payment that is allowed in the ADC category in West Virginia?

Mr. SMITH. I am sorry, Senator, I did not bring that with me. We do have a maximum set for that but I do not have that information with me at the present time.

MAXIMUM RENT PAYMENT IN THE DISTRICT OF COLUMBIA

Senator BYRD. What is the maximum rent payment allowed in the District of Columbia under ADC?

Mr. SHEA. $76 a month.

Senator BYRD. Do the recipients move about much in West Virginia, Mr. Smith?

Mr. SMITH. Not too much, Senator. In some areas, in slum areas of larger cities they do move, but it is not too big a problem because when the check goes out, it will come back and the person is going to come into the office pretty quickly to give us his new residence. No cost of moving is figured in.

Senator BYRD. Were you here when Dr. Hansen was testifying, at which time he spoke of the moving about of the student population? I believe he said that approximately 1 out of every 5 students in certain sampled areas came into the school in the middle of the school year because they had just moved into the area. Well, then, Mr. Shea, if that is the case, you do have this problem of recipients moving about in the District, don't you?

Mr. SHEA. Yes, sir. Approximately 300 or 400 address changes a month in public assistance, and approximately 700 address changes in surplus food.

Senator BYRD. Doesn't this greatly complicate your investigative process?

Mr. SHEA. Yes, sir.

Senator BYRD. Doesn't it make extremely more difficult your ability to keep proper track of the recipients?

Mr. SHEA. Yes. There is no doubt about that. And that reduces the effectiveness of the caseworker in terms of the time he might have spent with the person if the person had been at the house they thought they were at when they arrived for the interview.

Senator BYRD. Who pays for the moving?

Mr. SHEA. They pay for it themselves.

Senator BYRD. They pay for the moving. Your agency does not pay for the moving.

Mr. SHEA. That is right.

STAFF EDUCATIONAL REQUIREMENTS

Senator BYRD. What are the educational qualifications, Mr. Shea, of your social worker staff?

Mr. SHEA. Basically for the public assistance staff it is a graduation from college and 24 credits either in sociology, education, psychology, or some combination of those three.

Senator BYRD. What are the educational requirements for your investigative staff?

Mr. SHEA. They are college graduates with at least 1 year experience in investigating work and the vast majority of them have some actual education in law school.

Senator BYRD. Well, now, couldn't you take a high school graduate and do just as good a job in the investigative process and thereby have more workers following up on these families.

Mr. SHEA. Of course, as you know, Senator, our standards are set by the Civil Service Commission and this is the lowest—the GS–5 grade is the lowest professional grade allocated by the Civil Service Commission to the social worker series as they call it.

Senator BYRD. What is the situation in West Virginia, Mr. Smith, in that respect?

Mr. SMITH. We have the State civil service. We don't have that problem. We operate on a high school training program for our starting worker. We then follow up with what we consider our trained social worker that requires the college degree, but the starting worker is high school in the public assistance field.

GPA PROGRAM FINANCED BY DISTRICT OF COLUMBIA FUNDS

Senator BYRD. Mr. Shea, what programs constitute your GPA category.

Mr. SHEA. The GPA category is one of the five categories of public assistance which is paid for solely by local money.

Senator BYRD. Is it a temporary program?

Mr. SHEA. The people are eligible presumably for the shortest possible time in this particular category. They are what might generally be described as the social misfits.

Senator BYRD. Do you have anyone drawing monthly checks as relief payments in this category?

Mr. SHEA. Oh, yes; as in all other categories.

Senator BYRD. Mr. Smith, is that the case with you? Do you have anyone drawing monthly checks as relief payments?

Mr. SMITH. Well, Senator, in West Virginia general relief is from county money. Twelve percent of the county levy is allocated to our department for general relief and in West Virginia that is used for burials, foster home care, and general one-time payments to individuals. We do not have anyone on it as a roll as such. It is a situation of where the house would burn down, the family is out of clothes or its home, and from the general relief fund it is issued either a clothing order, food order, or a direct payment. There is in most instances a one-shot operation.

Senator BYRD. Now, Mr. Shea, why shouldn't the people who are drawing monthly checks as relief payments in the GPA category, be eligible under one of the other categories?

Mr. SHEA. Well, it is either because of age or lack of permanent disability or lack of meeting the requirements of the ophthalmologist with respect to blindness.

Senator BYRD. You say lack of permanent disability.

Mr. SHEA. Yes. In other words, these people are eligible in this category only if they are temporarily unemployable because of an accident.

AID-TO-DISABLED CATEGORY

Senator BYRD. Yes. Now, in your ATD, that is aid to the totally and permanently disabled——

Mr. SHEA. Yes, sir. In other words, these people at the time of their medical screening by the Public Health Division and eventually by a team of the public welfare, they are temporarily indisposed by disability. It might have been a broken arm or something like that. And the presumption is that this person will be back in the employment market in the shortest possible time and therefore off relief.

Senator BYRD. Suppose he is totally disabled for a period of 3 months?

Mr. SHEA. If the medical team has determined that he is totally disabled and as far as they can ascertain it is total and permanent, he would be eligible in the ATD category for which we would get Federal matching.

Senator BYRD. Do you have any comments, Mr. Smith.?

Mr. SMITH. No, Senator. If the person would fall in that category in West Virginia, that would generally qualify on general assistance in the District, we have no program that would pay them. He would receive no payments unless he would qualify under one of the Federal-State programs.

Senator BYRD. So you would not have an individual drawing a monthly relief check under the general public assistance category?

Mr. SMITH. No, sir.

Senator BYRD. In West Virginia.

Mr. SMITH. That is right.

Senator BYRD. If he were to qualify under the conditions enumerated by Mr. Shea, he would be moved over into a category where you get Federal matching money.

Mr. SMITH. No. Not entirely. No. If he were found by the doctor to have been injured and would then be found to be able to return to work, this would disqualify him for the Federal program which is ATD in the District of Columbia. This would then disqualify him because he could return to work. In the District of Columbia he could be placed on the ATD category. In West Virginia he would not. In other words, he would not receive any payments whatsoever. We do not provide relief in that situation.

Senator BYRD. So there is no standard of the need in the GPA category.

Mr. SMITH. No, sir. It is handled by a county council and it is similar to the situation that I just spoke of before. If they decided in the community that they are in temporary straits, they can make a one-shot payment.

TIME ELEMENT IN GPA PROGRAM

Senator BYRD. What is the longest period of time, Mr. Shea, over which an individual has drawn a relief check monthly in your GPA category?

Mr. SHEA. I will have to find that out from our records, sir. I do remember that there are approximately 475 families in the District of Columbia who have been receiving relief continuously for over 10 years. Now, I would presume that most of these people would be aid to dependent children. I would say that there are very few people receiving general public assistance who have been on that category over a year.

Senator BYRD. What is the average length of time?

Mr. SHEA. All categories, 2 years, 7 months.

Senator BYRD. No. In this category alone, GPA.

Mr. SHEA. I would estimate it would be about 9 months. There is a rapid turnover of the people eligible for GPA in the District of Columbia because of the temporary nature of their continuing to be eligible.

MAXIMUM PAYMENTS UNDER GPA PROGRAM

Senator SCHOEPPEL. Mr. Chairman, may I ask in that connection a question of Mr. Shea? What is the maximum amount of payments that you could get under GPA?

Mr. SHEA. The maximum would be $83 a month. That is assuming that a person would have no resources whatsoever.

Senator SCHOEPPEL. Do I understand that they get a rent check in addition to that? Or could they?

Mr. SHEA. No, sir. The grant includes rent money, food, clothing and what is referred to as incidentals.

INCREASE IN TOTAL CASES

Senator BYRD. How do you explain the increase in the number of cases from 573 to 1,471, which is I suppose around a 250-percent increase over the past 5 years?

Mr. SHEA. Well, I think the basic reason, of course, is establishment of the category of aid to the disabled. When this category was established by the Federal Government through social security, immediately the District took advantage of the transfer of any cases that were on GPA who might be eligible for ATD. Of course, this took out a large number of them. And I think also the fact that again it is individuals on this particular category who are somewhat of a mirror of the changing characteristics of the District population. You get a considerable number of people who are on the fringe of employment even under the most ideal employment conditions, and they are the first victims of any separation from employment markets.

This particular group of people, of course, would also include your alcoholics. It would include your pre- and your post-psychiatric and your correctional institutions, and I think, if I remember correctly, Mr. Clemmer has reported that his population is increasing and you are bound to get some of them who have been in his facilities on this particular program.

FACTORS ATTRIBUTED TO INCREASE IN AID-TO-DEPENDENT-CHILDREN CASES

Senator SCHOEPPEL. While we are on that same train of questioning here, I note that the aid to dependent children in 1956, in that you had 2,081. In 1961 it had been increased to 5,031. That is about an increase of 142 percent.

What do you atttribute that to, Mr. Shea?

Mr. SHEA. Well, I think again it is the increased birth rate, a percentage of whom will be eventually found on public assistance. They will be found eligible for public assistance. I think it is a composition of the existing population in the District of Columbia where there is a considerably high incidence of potential dependency, and this is illustrative of the dependency.

I think also the whole fiber of society has unfortunately been moving rather rapidly toward the breakdown of the family constellation as a strong unit and these children unfortunately have never experienced adequate homelife. They are eligible for the most part because of the absence of or unknown availability of the father and therefore, because the father is out of the situation and we are not able to locate him, they are found eligible for public assistance.

I think these are the three major reasons. I think the reasons in the District of Columbia as I have read the reports from other States are pretty much the same. The increase is rather predominantly in aid to dependent children. This is particularly true in urban areas.

Senator SCHOEPPEL. Mr. Shea, I would like to ask you one more question. While I was gone, I understand that this matter was discussed. I thought that you made some reference to this general overall situation. I think you said that no employable who is unemployed is granted assistance.

Would you place in the record the diagrams you used in determining when a person is employable and when he is unemployable? That will be helpful for us to have in the record.

Mr. SHEA. Yes, sir.

(The information referred to follows:)

DETERMINATION OF ELIGIBILITY OTHER THAN NEED—JUNE 18, 1959

SPECIAL ELIGIBILITY FACTORS, GENERAL PUBLIC ASSISTANCE

245.000 Special eligibility factors in GPA

Unemployability—245.100.
Acceptance of recommended treatment or training—245.200.
Efforts to obtain employment—245.300.
Unemployability for an anticipated period not to exceed 1 month—245.400.

To be eligible for GPA, an applicant or recipient must be unemployable. This requirement applies to the head of the household.

While establishment of unemployability is a special eligibility factor in GPA, the focus of the agency's efforts, beginning with the initial contact and continuing throughout the agency's work with the recipient, will be to restore him, insofar as possible, to economic self-sufficiency. Every step in the establishment of initial and continuing eligibility must therefore be directed toward helping the client to solve those problems which impede his functioning as a well-adjusted person and as a contributing member of the community.

245.100 Unemployability

245.110 Definition of unemployability[1]

[1] Departmental regulation No. 4.21, effective Oct. 1, 1958.

245.111 An individual shall be considered unemployable when, by reason of a physical or mental condition, he is unable to work full time, i.e., 40 hours a week, in competitive employment.

Exception: A person with a work history which shows that he has always worked at jobs requiring an expenditure of great physical activity and/or effort, such as laborer or domestic, and could now work 40 hours a week at a job within the limitations imposed by his physical or mental condition may be considered unemployable so long as he is unable to secure such employment.

245.112 The case of any person who has received assistance on the basis of unemployability alone for 6 months, must be referred to the review team for consideration for APTD.

245.113 An individual who, for medical reasons, is able to work only part time or on an irregular basis is considered unemployable. (For vertification of earnings from irregular or part-time self-employment, see 352.321.)

245.114 An individual who is employed in a sheltered workshop, sheltered employment, supervised self-employment or who could work only in a sheltered workshop, sheltered employment, or supervised self-employment, is considered unemployable.

245.115 An individual who is in active rehabilitation status is considered unemployable.

(A) An individual is in active rehabilitation status when:

(1) he is undergoing diagnostic study by DVR or at a sheltered workshop (832.250; 962.310–763.110); or

(2) he has been accepted by DVR for treatment services, i.e., physical restoration (psychiatric treatment) and/or provision of a prosthetic appliance; or

(3) he has been accepted by DVR or a sheltered workshop for training and is actively participating in the program (see 245.125).

(B) An individual is not in rehabilitation status and is considered fully employable when:

(1) after diagnostic studies have been completed, he is found to be able to work in competitive employment without treatment services; or

(2) treatment services have been completed and a physician has certified that he has sufficiently recovered (including adjustment to a prosthesis) to be placed in employment; or

(3) he has completed a training program, even though he cannot secure a job for which he has been trained.

245.120 Interpretation of definition of unemployability

245.121 Unable to secure work within physical or mental limitations

Some jobs require strenuous activity such as working with heavy tools, lifting large objects, or use of energy over extended periods with a minimum of rest. Illness or injury may make it impossible or medically inadvisable for an individual to continue to work at jobs which demand this kind of effort.

There are people who have always worked in such jobs and can no longer continue to do so for medical reasons. Some have no skill or ability to do anything else, while others may have gained sufficient skill or knowledge to find employment in another occupation that does not require great physical activity and/or effort.

Until persons with this background find employment within their limitations they are considered unemployable. Once they find such employment and lose it, they are considered unemployed.

Example: A man may have worked for 20 years in a first-class hotel as a waiter who had to carry heavy trays. Because of high blood pressure and varicose veins he may no longer be able to continue to be on his feet for extended periods or lift and carry things as heavy as a filled tray. He could, however, be a food checker because he knows what a food checker does although he has never held such a job. In such a case, for purposes of general assistance, this man could be found to be unemployable so long as he is not able to get the kind of work he can do without danger to his health. Once he has worked as a food checker, however, and loses his job, he will be considered unemployed and not eligible for assistance.

245.122 Part-time and irregular employment

Some individuals have illness which affect them in ways which prevent full-time work but permit the individual to work for a limited period of time regularly all day at irregular intervals.

Example: Some people with tuberculosis may be on a part-time work schedule to build up work tolerance or because the extent of the disease is such that they cannot be expected to work full time for some time to come. Or an individual may be recovering from an illness and is not yet able to work all day. He may be going to work on a part-time basis until such time as he is well enough to work all day. During the period that his illness keeps him from working full time, he may be considered unemployable for purposes of general assistance. Any income is taken into account in determining need and the amount of the payment. (See 352.320.)

245.123 Employable in a sheltered workshop

A finding that a person is employable only in a sheltered workshop (defined in 245.124) is made by the Department of Vocational Rehabilitation or Davis Memorial Goodwill Industries on the basis of an individual evaluation.

Referral for such an evaluation shall be made in accordance with the procedures outlined under 832.010.

245.124 Employed in a sheltered workshop, sheltered employment or supervised self-employment

I. Definitions:

(A) A "sheltered workshop" is a facility established for the purpose of providing training and/or remunerative employment, within their limitations, to handicapped persons who are unable to engage in competitive employment.

(B) "Sheltered employment" is private employment for handicapped persons under a special minimum wage certificate issued by the U.S. Department of Labor under the Fair Labor Standards Act. In such situations the employer and the employee enter into a contract in which a certificate is signed by both, specifying the occupation in which the employee is to be employed, the subminimum wage rate(s) and the time during which such rate(s) may be paid.

(C) "Supervised self-employment" is an independent business enterprise of a handicapped person started under the direction and with subsidy from a rehabilitation agency, and in which the self-employed individual continues under the supervision of the agency until the operation becomes sufficiently stable to be financially productive, at which time supervision and unemployability cease.

II. Procedures: So long as the individual is in sheltered employment, a sheltered workshop or in supervised self-employment, periodic reviews shall be made at least every 6 months. The review shall include not only the recipient's statement concerning his adjustment to and progress in his employment, but also a report from the rehabilitation agency concerning the progress of the individual, his potential for work in competitive employment, and verification of his earnings.

Any earnings and other income derived from employment under any of these working arrangements are taken into consideration in determining need and the amount of the assistance payment.

245.125 In active rehabilitation status

For an individual to be in active rehabilitation status under any one of the conditions cited in 245.114 implies obviously that he has been accepted at least for evaluation by DVR or DMGI.

(A) Diagnostic study (962.310) is essential in the programs of both DVR and DMGI to determine whether the individual can benefit from the services the Agency offers, and if so, the service that will best meet his needs.

(B) Treatment services (962.320). The DVR program of treatment services includes restorative measures aimed at helping an individual overcome his handicap so that he can engage in remunerative employment. The program includes a variety of services that may be offered singly or in combination.

Examples:

(1) An individual with a handicap may only need counseling to adjust to his impairment and be able to accept employment.

(2) The individual may need a prosthetic appliance, or need an old one repaired. In the first instance, he may need an adjustment period to learn how to use the appliance effectively; in the latter case, no adjustment period may be necessary.

(3) An individual may need medical or surgical treatment, counseling, and after a recovery period, a prosthetic appliance.

(4) In any of the above situations the individual may also need vocational training.

In examples 2 and 3, the point at which the individual becomes employable is a medical finding, after which DVR helps him find suitable work. The adjustment period (245.430) during which time he may continue to receive public assistance begins at this point.

(C) In training status:

A handicapped individual who has been placed in a DVR-approved training situation and is actively participating in a training program is considered "in training status," and, therefore, unemployable.

No individual training plan can be recognized to PAD unless it is approved and/or supervised by DVR.

(1) A training plan may be initiated in one of three ways:

(*a*) Referral by PAD worker to DVR or DMGI (832.200–832.310).

(*b*) Another agency refers the individual to a rehabilitation agency.

(*c*) The individual makes his own training plan.

(2) To insure that the plans in (*b*) and (*c*) above are, in fact, training programs that upon completion will enable the recipient to engage in a remunerative occupation, the following steps must be taken:

(*a*) When another agency, such as a hospital social service department, refers the individual to a rehabilitation agency, the social worker will:

(1) Obtain from the other agency the basis of the referral to the rehabilitation agency to insure that it was, in fact, referral for active participation in a training program.

(2) Obtain from the rehabilitation agency a statement as to their plan for the individual, and whether he is, in fact, participating in a training program.

(3) Submit this information to the clinical and rehabilitation worker in accordance with procedure outlined in 832.220 for verification of approved training plan.

(*b*) When a handicapped individual has made his own training plans without help from a rehabilitation agency:

(1) The worker will offer referral to DVR, explaining that no individual training plan can be recognized by PAD unless it is approved and supervised by DVR.

(2) If the individual does not accept referral to DVR, the worker will evaluate his case to determine whether under any other policy he continues to meet the definition of "unemployability," and proceed accordingly.

The record must show the kind of training the individual is receiving and the approximate date on which training may be expected to be completed. The social worker will review the situation every 3 months by obtaining reports from the rehabilitation agency concerning the recipient's progress and that he is, in fact, in "training status." One month prior to the approximate date on which training was expected to be completed, the worker will contact the rehabilitation agency to find out the exact time the training program will end.

When training is completed, the recipient is considered employable and assistance may be continued for not longer than a 3-month adjustment period after the training period ends during which time it can be determined how the individual uses his new skills and abilities.

For followup procedure when an individual is in active rehabilitation status see 832.252.

245.130 Determination of unemployability

The decision that the individual meets agency definition of unemployability is made by the worker, based on social and medical factors in the case. Consultation on, or interpretation of, the meaning or implications of the medical report can be secured from the clinical and rehabilitation worker, who in turn may consult with one of the specialists, or ask to have the case referred to the review team for consideration. When a case is referred to the review team for clarification of unemployability, the APTD procedures for submittal of medical and social information shall be followed. (See 244.132 for procedures and 245.500 for social information report outline.)

General public assistance is considered primarily as assistance to individuals, whose unemployability will be of short duration. When, in making redeterminations of continuing eligibility, the worker has received two or more medical reports indicating that unemployability still exists, and assistance has been continued for as long as 6 months, the case must be referred to the review team for recommendations and/or consideration of eligibility for APTD.

In recording his decision on the client's initial or continuing eligibility for assistance, the worker must enumerate the factors considered in reaching his conclusion. (For details, see 630.000.)

245.132. Social information

Since factors in addition to the physical or mental condition of the individual affect the determination of unemployability, the worker is responsible for reviewing the case record for pertinent information using the social information report outline, 244.500, as a guide, or for obtaining and recording the information if it is not in the record or is not current.

CASELOADS IN WEST VIRGINIA

Senator SCHOEPPEL. Mr. Chairman, I have no further questions.

Senator BYRD. Mr. Smith, do you have any further comments?

Mr. SMITH. Senator, there is one interesting point, since I have this information on caseloads in West Virginia. As I stated, we have 267 cases as a caseload. Eighty-one of those cases are ADC. Eighty of those cases are medical aid to the aged. This is the program we have in West Virginia. So it is running in West Virginia very closely.

Senator BYRD. The committee appreciates your attendance, Mr. Smith, and we realize that it is not without some inconvenience to yourself that you have attended this session this afternoon. I am very grateful personally to you.

Senator SCHOEPPEL. I will join the chairman in expressing to you my appreciation for giving us a sidelight on what your experiences have been down there in view of what we are getting here in the District, which should prove helpful to all of us.

Senator BYRD. We will meet Friday morning at 10 o'clock. In the meantime let us take a new look at this program. We are going into it more.

If we don't get enough information on Friday, then we will go into it on Monday. If we are not satisfied then, we will go into it Tuesday.

Tomorrow we will have the outside witnesses in room 1224 in the New Senate Office Building beginning at 10 o'clock in the morning.

Thank you, Mr. Tobriner and the Commissioners, for your patience and your understanding and your forbearance. I thank you, Mr. Shea, and I thank the members of the working press. Now the committee will stand in recess until tomorrow morning.

Senator MCGEE. May I say we must thank the chairman. You held the floor while we played.

(Whereupon, at 5:45 p.m., Wednesday, August 16, 1961, the committee was recessed, to reconvene at 10 a.m., on Thursday, August 17, 1961.)

DISTRICT OF COLUMBIA APPROPRIATIONS FOR 1962

THURSDAY, AUGUST 17, 1961

U.S. SENATE,
SUBCOMMITTEE OF THE COMMITTEE ON APPROPRIATIONS,
Washington, D.C.

The subcommittee met, pursuant to recess, at 10:10 a.m., in room 1224, New Senate Office Building, Hon. Robert C. Byrd, of West Virginia (chairman of the subcommittee) presiding.

Present: Senators Byrd, Kefauver, and McGee.

DISTRICT OF COLUMBIA

STATEMENT BY THE CHAIRMAN

Senator BYRD. The committee will resume its hearings on the appropriation bill for the District of Columbia.

I trust you will indulge my tardiness this morning. I have been working early and late on this matter.

I am gratified at the excellent attendance this morning, an attendance which indicates great interest in the matter before this subcommittee.

The entire day will be given to the taking of testimony from the outside witnesses. I would express the hope at this point that you have written statements which may be presented to the committee for inclusion in the printed hearings.

I may have to ask you about the number of pages in your statements. It is perhaps obvious without belaboring the point that most of the Senators will have to read your statements in the record of the hearings, and while you will be given the opportunity to address yourself to the subject, I certainly hope that you will, if you have more than two or three pages, offer the statement for inclusion in the record and not take more than 5 minutes for your oral presentation.

I don't think that you accomplish anything by taking 30 minutes of the subcommittee's time to go through a long 15 or 20 page written statement.

We welcome you before the subcommittee. I am prepared to go into the hours of tomorrow morning with you, if it requires that long, but I can assure you I am going to insist that you not read a 10 or 15 page statement to the subcommittee.

With those prefacing remarks, I think I shall ask Mrs. Mizen, who is a member of the committee staff, to state for you the procedure that will be followed throughout the day.

Mrs. MIZEN. Senator, may I say that all these people have been instructed to confine their statements to 5 minutes. One or two have

asked for a little extension, and I have asked them to keep their extension as brief as possible.

When you come forward to testify, will you please bring the copies of your statements. Someone from the platform will receive them in order that the verbatim reporter and the newspaper reporters may have copies.

I think that is clear.

Senator BYRD. I will endeavor as long as I am able to be present this morning to speak so that the people in the back row can hear me.

I don't think we need to activate the microphones. The acoustics seem to be good, and I shall ask the witnesses to speak loud enough that we may not only hear you but that the people in the back row can also hear you. I am sure that they are going to be interested in what is said by the witnesses.

Now, our first witness will be Mr. James H. Lemon, who is affiliated with the Hospital Council of the National Capital Area.

Mr. Lemon.

HOSPITAL COUNCIL OF THE NATIONAL CAPITAL AREA, INC.

STATEMENT OF JAMES LEMON, ACCOMPANIED BY WILLIAM BUCHER

GENERAL STATEMENT

Mr. LEMON. Mr. Chairman, my name is James Lemon. I have served as a trustee of the Children's Hospital for 20 years and have served as its president for 5 of these years.

On my left is William Bucher, executive director of the Hospital Council of the National Capital Area.

We represent the voluntary nonprofit hospitals which have contracts with the District Government to provide care for the tax-eligible indigent patient. We certainly appreciate the action of this subcommittee during the past several years in behalf of these voluntary nonprofit hospitals.

I have a statement for insertion in the record and will attempt to make several brief remarks in support of the statement with your permission.

Senator BYRD. Without objection, the statement will be included in the record.

REIMBURSEMENT FOR INDIGENT PATIENTS

Mr. LEMON. This is our statement of position: We believe that the rate of reimbursement for hospital care rendered certified indigent patients under the District of Columbia medical charities program should be identical with the costs of similar services at the District General Hospital.

Sufficient funds should be made available within the budget to approximate the cost of discharging the responsibility of the District Government for the medical care of the tax eligible indigent patient by the voluntary contract hospitals.

This year, we are in the fortunate position of appearing before the subcommittee with support of our position by the District of Columbia Board of Commissioners. The audited costs, these are certified

outside audited costs, of the area nonprofit hospitals presently average over $35 per inpatient day and in excess of $6 per clinic visit.

The Health Department reports that similar service costs at District of Columbia General Hospital amount to over $34 per inpatient day and $6 per clinic visit. The difference between current reimbursement rates and actual cost has caused a loss estimated to be in excess of $1 million this past year.

HOUSE ACTION

We recently appeared, as you know, before the subcommittee of the House, Congressman Louis C. Rabaut. They have provided in their report reimbursement rates of $5 per outpatient visit and $30 per inpatient day. We are most appreciative of the action of the House committee as an interim step in achieving more realistic financing of the hospital services purchased by the District government from the nonprofit community hospitals.

Now, gentlemen, we of the contract hospitals need your help to remedy the problem of unrealistic financing of indigent care.

In summary, we believe that reimbursement rates should be identical with those costs in District of Columbia General and there should be sufficient funds to pay for it.

We are at this time asking that your subcommitee, Senator Byrd, support the action of the House committee as a minimum step in achieving this objective.

Senator BYRD. Mr. Lemon, we thank you and your associates for a very fine statement.

Mr. LEMON. Thank you, sir.

(The statement referred to follows:)

STATEMENT OF POSITION OF JAMES H. LEMON OF THE HOSPITAL COUNCIL OF THE NATIONAL CAPITAL AREA, INC.

1. The rates of reimbursement for hospital care rendered certified indigent patients under the District of Columbia medical charities program should be identical with the costs of similar services at the District General Hospital.

2. Sufficient funds should be made available within the budget to approximate the cost of discharging the responsibility of the District Government for the medical care of the tax-eligible indigent patient by the voluntary contract hospitals.

We urgently request the subcommittee to consider the equity and reasonableness of the above position and to approve the recommendation in the House report as an interim step in achieving this goal. The House report recognizes that the estimated costs at District of Columbia General Hospital were $34 per day for inpatient care and $6 per outpatient visit. The House committee included language authorizing $30 per inpatient day and $5 per outpatient visit.

Program changes

In accordance with the wishes of several Members of Congress, the medical charities program was thoroughly studied and reviewed by the District of Columbia Board of Commissioners during this past year. As a result of this study, the late Commissioner David B. Karrick presented a revised reimbursement program to representatives of the contract hospitals for consideration. The net result was a confirmation of the fact that contract hospitals should be reimbursed for services rendered at the same rates as are the costs at the District of Columbia General Hospital and that funds necessary to discharge this responsibility are to be provided within the budget.

Further, under the direction of the Department of Public Health, the outpatient program was rather extensively revised. Eligibility standards, payability and investigational efforts were revamped with a resultant reduction in

claims for certification. An eight-point control program was instigated to achieve the utmost economies under the program.

The Department of Public Health and the Hospital Council have worked together with the hospitals involved to accomplish revisions which are achieving the results anticipated.

Contract hospital data

The audited costs of the area nonprofit hospitals presently average over $35 per inpatient day and in excess of $6 per clinic visit. The Health Department reported that costs at District of Columbia General Hospital amount to over $34 per inpatient day and $6 per clinic visit.

The disparity between actual costs in the contract hospitals and the current program reimbursement rates has forced these hospitals to pass estimated losses in excess of $1 million on to private patients during 1960. Losses such as this will continue unless the program and budget of the District of Columbia Board of Commissioners is supported and approved by Congress. These losses are in addition to those losses incurred by other indigent patients ineligible for tax support.

The contract hospitals wish to continue to do their part in this indigent program. This is a community service, but it also means a substantial saving of the taxpayer's dollar since it reduces the necessity of extensive capital and operating expenditures on the part of the District government in duplicating otherwise available facilities.

We sincerely endorse the position of the District of Columbia Commissioners calling for program reimbursement rates equal to the actual costs for similar services at the District General Hospital. Further we support, as an interim step in achieving this equity, the action of the House Committee calling for an increase of $114,100 over the present fiscal appropriation to support an outpatient visit rate of $5 and inpatient day rate of $30.

OFFICERS

James H. Lemon, chairman of committee, trustee, Children's Hospital.
William M. Bucher, executive director, Hospital Council of the National Capital Area.

COMMITTEE MEMBERSHIP

Mrs. Warren T. Rockwell, president, Children's Convalescent Hospital.
Rudolph Kauffmann II, president, Children's Hospital of the District of Columbia.
Miss Elizabeth M. Rogers, president, Eastern Dispensary and Casualty Hospital.
Rev. Edward B. Bunn, president, Georgetown University and Hospital.
Dr. Thomas H. Carroll, president, George Washington University and Hospital.
Rev. L. E. Lenheim, president, Hadley Memorial Hospital.
Sister Eleanor, president, Providence Hospital.
A. Murray Preston, president, Washington Hospital Center.

Other participating hospital-homes include the Christ Child Home for Convalescent Children and the Washington Home for Incurables.

FEDERAL PAYMENT

Senator BYRD. I have now been advised that Mr. John O'Rourke of the Federal City Council is unable to be with us this morning. So I shall place his testimony with reference to the Federal payment in the record at this point.

Mr. O'Rourke has kindly sent us some editorials from various newspapers examples of which will also be inserted with his testimony.

(The material referred to follows:)

STATEMENT BY JOHN T. O'ROURKE, CHAIRMAN, FISCAL AFFAIRS COMMITTEE, FEDERAL CITY COUNCIL

My name is John O'Rourke. As chairman of the Federal City Council's Fiscal Affairs Committee, I appreciate this opportunity to appear before your committee

to present the council's views on the annual problem of finding an equitable and practical division of Washington's operating costs between the Federal Government and local residents.

Last year I appeared before you gentlemen and explained our basic position in some detail. The information which I then presented is in your files and is still valid, and I will not attempt to repeat it at length here today. Instead, I will merely summarize for the record our viewpoint for your consideration as you prepare to formulate your proposals on the Federal share for the year ahead.

We believe that adequate Federal participation in the costs of running Washington is not a "contribution," but is a basic responsibility toward the maintenance of our Nation's Capital, recognized by Congress when it established the half-and-half arrangement in 1879 and maintained it until 1921. At that time, dividing the Capital's expenses equally between the Federal Government and the local population—that is between the national citizenry and the local citizenry—was believed by Congress to be basically reasonable and sound. Today it is even more so.

You gentlemen are aware of the way municipal services, and their costs, have increased in recent years, and are still increasing, and Congress legislates these services.

If there is any validity at all in the behavior of Congress in the 52 years from 1879 to 1921, surely Congress is scarcely meeting its responsibilities toward our modern and much more expensively run Capital by appropriating a Federal share which averages only slightly over 12 percent of the city budget during the last 5 years, and, on one occasion, dropped to 8.5 percent.

Last year, the council urged approval of a $32-million Federal share; Congress approved $25 million, or less than 10 percent of the total budget.

Since, as a practical matter, it is impossible to step up city revenues as rapidly as the increased costs legislated by Congress, District finances have worsened. Today our city—your Capital urgently requires more funds than last year.

Our organization supports the goal announced by the Commissioners earlier this year, of $36 million as a Federal share in the Capital's budget. Under the circumstances, this is modest indeed. May I call your attention to the fact that this represents only 14 percent of the amount needed to run the Nation's Capital. We regard it as a minimum figure required to maintain Washington at its present standard of operations.

We were heartened by the recent action of the House in approving a Federal share of $30 million for the coming fiscal year. We commend Members of the House, and particularly the leaders of the House District Subcommittee on Appropriations, for voting to increase Congress share in Washington's operating costs. But we submit that, if Congress is going to measure up to its full responsibilities toward the Capital, its Members should vote the full amount of $36 million.

The basic rationale of our position is the same as that of Congress from 1879 on. Today, however, not only is the Federal Government Washington's major industry, more than half the city's land is tax exempt as a result of this; according to official estimates, if the Government were to pay taxes comparable to those paid by industry elsewhere, the payment would be around $62.5 million. Bear in mind, also, that Washington's fixed boundaries forbid it to expand as most other cities do.

I need not point out to members of this committee that District residents and businesses are already vigorously taxed. The bulk of the city's budget is raised completely through local taxes. The citizens of Washington are paying the equivalent of city, county, and State taxes paid by the populace of other municipalities of comparable size. The Senate District Committee has proposed a tax increase of nearly $15 million for fiscal 1962. This would raise District taxes, on an average, to a par with the increased levels of Virginia and Maryland.

But as has already been demonstrated, there is a limit beyond which further tax increases will only accelerate the outward movement of higher income families and businesses, and actually reduce the income obtainable through local taxation. We feel confident that members of the Senate Appropriations Subcommittee do not want to have a part in any such disastrous situation as that would be.

Last year, the Federal City Council's statement to your committee said: "If the present trend continues, those least able to pay will be forced to pay the most. It is hardly consonant with modern taxation methods or experience to expect this to work, nor, indeed, does it harmonize with today's concepts of either justice or humanitarianism."

The statement is even truer today. There is a gap between the city's needs and the city's ability to pay; and it is widening. This gap is created largely by the presence of the Federal Government. Congress has always accepted, in varying degree, this responsibility of the Federal Government. The question is simply to what extent should the Nation as a whole undertake to make Washington a modern, attractive, and efficient Capital of which the entire national citizenry can be proud?

We believe the people of the United States view the situation sympathetically. National awareness of our city's problems is growing, there can be no doubt. During the last year, the Federal City Council and its National Advisory Board have worked to increase this awareness. A growing number of major newspapers are publishing editorials on the subject. These papers represent all shades of political thought, and are located in every key area of the United States.

A reading of these editorials shows than an increasing number of Americans care about what happens to their National Capital. Furthermore, they are beginning to register opinions on the subject, and the overwhelming viewpoint favors a more adequate Federal support. Because they augment our own position with additional points and because they may facilitate your committee's consideration of the matter, I would like to request that these editorials be made a part of your hearing record.

As you will see, most of these editors sincerely urge that the Congress appropriate the $36 million as a Federal share to help maintain Washington, D.C., for the coming year as a step in the right direction.

In closing this statement, I want to express to you gentlemen the Federal City Council's appreciation for the interest and leadership which your committee is showing in our city's affairs, and to pledge our cooperation whenever it may be required on any project which will improve the future of the Nation's Capital.

[From the Honolulu Star-Bulletin, Mar. 17, 1961]

A Cry for Federal Aid

Few Americans are more frustrated than the residents of Washington, D.C. They are disfranchised. They also are heavily taxed, more so perhaps than those of any city of comparable size in the country.

The city of Washington occupies a Federal district in which 43 percent of the land is owned by the Federal Government and other tax-exempt land (foreign embassies, for instance) brings the total non-tax-paying area of the city to 52.8 percent.

The cost of running the city government is higher than that of a normal city of similar size for a variety of reasons. There is no heavy industry. The U.S. Government is the principal employer. The city's boundaries are fixed and cannot be extended to include the growing suburbs, where residents' income has risen more swiftly than that in the city proper.

The Federal Government realizes it has a responsibility to bear a share of the burdens of running the city, but its actual contributions have fluctuated widely over the years.

Until 1879, the Federal contribution was voted on an occasional, hit-or-miss basis. From 1879 to 1921, it was fixed at 50 percent of the budget. From 1921 to 1924 the ratio was 60 percent local, 40 percent Federal. Since 1924, Congress his simply appropriated a lump sum, ranging from a high of 39.5 percent in that year to a low of 8.5 percent in 1954.

In fiscal 1961 Congress appropriated $25 million. This year's budget totals $287 million (more, incidentally, than the total budget of the State of Hawaii and all the counties combined).

Residents and businesses have borne an increasing tax burden. Their taxes have increased by more than $30 million in the past 4 years and District officials are asking Congress to approve a further tax increase of $14.1 million for fiscal 1962.

Recent studies show that on the average, the Nation's largest corporations pay $1 in State and local taxes for every $20 spent for salaries. If the same ratio were applied to total estimated Federal payroll of more than $1,250 million in Washington, and the Federal Government were to pay the city the amount which a private employer of comparable size would pay in State and local taxes, the annual Federal share to the city would be $62.5 million.

Is it any wonder that Washington residents are appealing for additional "Federal aid" to run their municipal government?

[From the Christian Science Monitor, editorials, Mar. 21, 1961]

FAIRNESS TO WASHINGTON

How would you like to be a member of the city council of a town where the largest industry did not have to pay taxes or could set its own tax bill? The capital of the United States—Washington, D.C.—is in this situation, without even an elected city council to speak for its residents and taxpayers.

There is a Federal City Council which has taken an interest in the plight of the capital city. Members of its national board live in New York, Boston, Philadelphia, Baltimore, Cincinnati, Detroit, Chicago, New Orleans, Dallas, and elsewhere. This cross section expresses in a way the responsibility the Nation should feel for assuming its share of the municipal services for an area which is or should be its showplace.

The Commissioners who administer the Washington City government are asking Congress this year to appropriate $36 million as its part of the District of Columbia budget to compensate for the resources taken off the tax rolls by Federal buildings and installations. This would be 12 percent of the budget.

Last year Congress appropriated only $25 million, or less than 10 percent of the budget, for this purpose. That figure was, as usual, substantially less than the same Congress earlier had "authorized."

At the same time it voted a $6 million increase in salaries for District employees which the Commissioners had not recommended, but has failed in its capacity as city council to act on a request for supplemental funds to cover the increase.

Tax collections from property owners in the District of Columbia have risen $30 million during the last 4 years and are expected to rise another $14 million in 1961–62. In a city where the Government owns 43 percent of the land it would certainly seem only fair for it to meet more than 12 percent of the municipal costs.

[From the Times editorials, Corpus Christi, Tex., Mar. 4, 1961]

OUR CAPITAL

The physical well-being of this Nation's Capital City should be a matter of concern to all prideful Americans. It should be a showplace of democratic achievement. Unfortunately it is much less than it should be, and could be, largely because of Congress' unfair parsimony in the Federal share of the city's upkeep and improvement.

The Washington, D.C., city budget is financed from two sources, local taxes on residents and business and an in-lieu-of-tax payment appropriated by Congress on tax-exempt Federal properties and operations. During this century, the Federal payment has dropped from 50 percent to less than 10 percent of the city's budget.

Meanwhile, local taxes have increased $30 million in the past 4 years, with a $14.1 million increase anticipated for the coming year. District residents and businesses thus pay the bulk of the city's total budget, now $287 million.

Federal cost-causing operations are increasing, with 52.8 percent of the city's land area now tax exempt. Residents and businesses are moving to the suburbs to escape the tax burden, and Washington's boundaries cannot be extended to include the growing suburbs. To continue this financial squeeze is bound to cause the capital city to deteriorate.

Congress since 1958 has authorized a flat $32 million Washington payment, about 13 percent of the current budget, but has actually appropriated less—$25 million, for example, for the fiscal 1961 budget. District Commissioners are asking Congress this session for a $36 million authorization, appropriated in full. That appears to be a modest enough request under the circumstances, and one that the rest of the Nation in all fairness should favor.

[From the Eugene Register-Guard, Eugene, Oreg., Mar. 5, 1961]

CAPITAL (AND) FUNDS

It seems strange that there should be any public money shortages in Washington, D.C. But there are.

The city of Washington operates on a budget in part supported by congressional appropriations. These are intended to offset the Federal Government's occupancy, tax free, of about one-half of all the land area of the city.

Sadly, for residents of the National Capital, Congress has been getting stingier and stingier about these payments in recent years. At the same time, most of the city's high income families have been moving out to the suburbs.

These matters affect not only those remaining to pay taxes in Washington. They are matters of national concern. If the city's budget isn't fattened up, the Capital of this most affluent of capitalist nations is headed toward serious deterioration. Streets will go unswept, perhaps. Pavements will go unmended. And Washington will no longer be the showplace city every American—and foreigner—expects it to be.

How much is being asked of Congress by the city of Washington this year? Thirty-six million dollars. That would be about 14 percent of the city's overall budget needs.

Back in 1921–24 Congress was willing to pay 40 percent of Washington's municipal operating expenses. In recent years the percentage of Federal participation has slipped as low at 8.5 percent.

We can't help wondering if Washington's inability to convince Congress of its critical needs has anything to do with the fact that residents of the Capital City are voteless.

[From the St. Joseph News-Press, St. Joseph, Mo., Mar. 6, 1961]

FINANCIAL TROUBLES

Our Nation's Capitol and the city that houses it are the pride of every American. Washington, D.C., is a beautiful city with more than half of its area taken up by Federal buildings. Now our Nation's Capital is in stringent financial difficulties.

Each year Congress appropriates money to compensate Washington, D.C., for resources taken off the tax rolls by Government buildings and installations. This appropriation is paid in lieu of taxes. The sum has steadily been trimmed in recent years. It now represents only 16 percent of the 1962 budget.

Washington's higher income families and even businesses have been migrating to the suburbs at a much higher rate than in other cities. Washington's taxes are comparable to those of surrounding areas. To raise those would only quicken the exodus from the city to the suburbs.

The District Commissioners have asked Congress to appropriate $36 million this session as a fair compensation for the loss of taxes on the half of the area that houses Government structures.

Many non-Washington residents erroneously think that Congress appropriates all of the District's budget. Nothing could be further from the truth. The city's overall budget this year totals a proposed $287 million raised completely through local taxes.

If the Federal Government were to pay the city the amount which a private employer of comparable size would pay in taxes the annual Federal share to the city would be $62.5 million. That is almost double the $36 million being asked of Congress by the city of Washington, D.C.

We think that Congress, in all fairness to the taxpaying residents, should appropriate the $36 million being asked by the District Commissioners.

[From the Los Angeles Times, Mar. 31, 1961]

THE 23D AMENDMENT—AND TAXES

For the first time since 1800 citizens of the Nation's Capital will have the right to be heard in presidential elections. Ratification of the 23d amendment to the Constitution by three-fourths of the States means that, come 1964, three more electoral votes will be cast for President and Vice President.

Approval of the amendment corrects an oversight which was written into the Constitution by its framers. Article II, section 2 provides that "Each State shall appoint * * * a Number of (Presidential) Electors, equal to the whole number of Senators and Representatives to which the State may be entitled in the Congress * * *."

But the District of Columbia (which, as the Nation's 13th city, is more populous than 11 of the States) has neither Senators nor Representatives nor statehood. Hence, it has had no electors and therefore no right to the ballot. The new amendment, it should be noted, does not provide for direct popular voting. But it does authorize electors for the district, and Congress can now, by a simple law, establish the terms for voting.

Washington, however, still has a major grievance. To a great extent the Capital is an economic ward of the Federal Government, subject to the whims of Congress. The cost of running the city, which this year is expected to come to $287 million, must be raised almost completely through local taxes. But local taxes in Washington are hard to come by.

A total of 52.8 percent of the District's area is owned either by the Federal Government or by foreign governments (for embassies, etc.). None of this property is subject to tax. In place of taxes Congress used to authorize up to 50 percent of the city's budget. Lately it has authorized a lump sum, now only $25 million for fiscal 1961.

Citizens of Washington are already paying the equivalent of city, county, and States taxes paid by residents of other cities of comparable size. They cannot be expected to bear a heavier tax burden. Furthermore, the city's boundaries are fixed, and cannot be extended to include the growing and economically prosperous suburbs.

The Federal Government, which is the largest property owner and user of municipal services in Washington, now pays less than 10 percent of the city's budget. In addition Congress continues to authorize pay raises for District employees, but neglects to authorize additional funds to meet these budgetary increases. Washington now needs a minimum of $36 million from the Federal Government to meet its budget. Congress has seldom neglected the obvious economic needs of the States. The least it can do now is take care of the interests of its own home.

[From the Hartford Courant, Hartford, Conn., Feb. 20, 1961]

The Nation's Capital Has Financial Trouble

The annual Washington report has been presented to Congress by the Board of Commissioners of the District of Columbia. It contains the financial, social, and economic facts covered in most city reports. What is unusual is that it is given to Congress. In Washington the functions of a city council are performed by a legislative body that ought to concern itself with national and world affairs. Washington has become a neglected stepchild, whose demands for the right to control its own affairs ought to be supported by the rest of the country.

More than pride is involved in the plight of the Capital's voteless citizens. Their financial troubles are different from those of other cities. The Federal Government owns many buildings and installations there upon which it pays no taxes. Foreign government properties are also tax exempt. A total of 52 percent of the city's area pays no taxes. No other city has so high a percentage of tax-exempt land. Most of the city's budget of $287 million is raised through local taxes. And the higher income families and businesses are rapidly moving to the suburbs.

The payments made by Congress in place of taxes have been falling behind the city's needs. The share was 50 percent of the city budget up to 1921, then 40 percent up to 1924, and since then Congress has appropriated a lump sum. In 1958 it was down to 12.9 percent. Last year the Government paid $25 million. This year it is being asked to put up $36 million. In a well-regulated system Congress would not have to concern itself with the internal affairs of a city government. The least it can do is to make an adequate payment to the District of Columbia for services provided. Then it might well give attention to the request for home rule.

[From the Cleveland Plain Dealer, Cleveland, Ohio, Mar. 2, 1961]

Attention, Congress

We have received a letter from John T. O'Rourke, editor of the Washington Daily News, saying that the Nation's Capital is having budget trouble and asking for our assistance.

Our first thought was to wonder why we should worry about the District of Columbia's budget when we have other budgets to worry about which affect

us more directly—such as Mayor Celebrezze's budget, Governor DiSalle's budget, and President Kennedy's budget.

But then we realized that Washington has problems which no other city has, and it has these problems precisely because it is the Nation's Capital. Almost half of the total area of Washington is Federal property, on which no local taxes are paid. To compensate the city for the resources taken off the tax rolls by Government buildings and installations, Congress customarily makes a contribution to the city's budget.

From 1879 to 1921 the Federal contribution amounted to approximately 50 percent of the budget. Since then it has fluctuated from a high of 39½ percent in 1924 to a low of 8½ percent in 1954.

Last year the Federal contribution was $25 million. This year, with a total budget of $287 million the city, or District, is asking for a Federal contribution of $36 million. All the city's expenditures, except the Federal contribution, are financed by local taxes.

This seems to be a reasonable request. The $36 million is a paltry sum in comparison with the billions that are spent on foreign aid. If Congress can find justification for spending billions around the world in projects of dubious value, it surely can afford to appropriate enough money to keep the Nation's Capital in good working order.

[From the Boston Herald, Feb. 16, 1961]

HARD-UP CAPITAL

Citizens of the Nation's Capital, who have long complained about their votelessness, now have another gripe. The Federal Government isn't paying its fair share of the municipal bills.

The government occupies about half of the Capital City's total area and its holdings are tax free. In the past this has been made up by substantial Federal contributions to the city budget. But the size of the contributions has been steadily diminishing. Since 1921 it has dropped from 50 percent to less than 15 percent. Most recently it has averaged about 12 percent.

This simply is not enough to meet the city's budgeted expenses, many of which, such as park and police costs, are dictated by the Federal Government.

Boston should be particularly sympathetic to Washington's problem. A geographically restricted city like the Capital, it also has an excessive amount of its area (35 to 40 percent) given over to tax-free uses. But Boston now gets more financial help from the State (26 percent of total general revenue) than Washington gets from the Federal Government (19 percent of total general revenue).

Washington, to be sure, doesn't bear down nearly as hard on the property tax as Boston does. But it raises more money from other sources. And the Capital's higher income families and businesses have been migrating to the suburbs, just as Boston's have, to escape the increasing imposts.

The District Commissioners are asking Congress this session to authorize a Federal contribution of $36 million. We hope that the full amount will be voted and that Congress will study the city's financial situation to determine whether a more generous sum should be allocated in the future.

Washington is not just another city. It is the National Capital, and, as such, it is everybody's responsibility. We cannot afford to have it run down because the Federal Government doesn't pay for its accommodations. Voting America must see to it that the voteless Capital gets its due.

[From the Commercial Appeal, Memphis, Tenn., Feb. 16, 1961]

CAPITAL SEEKS HELP

There is a popular idea that the Federal Government pays expenses of the city of Washington. On the contrary, owners of homes and businesses are taxed as much as they would be in an ordinary city, county, and State of the same size. Their taxes are $30 million more than they were 4 years ago.

But almost 53 percent of the land is tax exempt and boundaries of the District of Columbia are fixed in a way that blocks annexation which might enlarge other cities.

Because of the high proportion of land it occupies, the theory is that the Government will make up the tax loss by appropriations. But since 1956 the Government has been paying an average of only 12 percent of the city budget. Congress authorizes more generous amounts but follows through with only part of it in appropriation. For fiscal 1961 the appropriation is $25 million.

Now the city government is asking the Nation's citizens to help them get both authorization and appropriation of $36 million for the new budget. With a more rapid movement to the suburbs than in other large cities, the tax ability is declining and the city is deteriorating.

On the point of appearance of the Nation's Capital, as well as the justice of replacing taxes on property used for governmental purposes, the Federal City Council is hoping Members of Congress will get messages from home in support of more adequate Federal money for city government.

General Budget Matters

STATEMENT OF COL. WILLIAM A. ROBERTS, VICE PRESIDENT AND CHAIRMAN, FISCAL RELATIONS COMMITTEE, FEDERATION OF CITIZENS ASSOCIATIONS, DISTRICT OF COLUMBIA, AND CHAIRMAN, LEGISLATION AND FISCAL RELATIONS COMMITTEE, INTER-FEDERATION COUNCIL OF GREATER WASHINGTON

General Statement

Senator Byrd. The next witness is Col. William A. Roberts, vice president of the Federation of Citizens Associations for the District of Columbia.

Mr. Roberts, will you please come forward.

Do you have a prepared statement?

Colonel Roberts. The clerk has copies of the statement up there, Senator.

Senator Byrd. All right, Colonel Roberts, you may proceed.

Colonel Roberts. I will ask that the brief statement which was prepared be included in the record, and I would like leave, in view of the very short time available, to supplement that at the close of the hearings without delay to the record.

Senator Byrd. All right.

Colonel Roberts. Mr. Chairman, I am appearing as vice president of the federation and as chairman of the Fiscal Relations Committee of the District of Columbia Federation. I also appear as chairman of the Legislative Committee and Fiscal Relations Committee for the Inter-Federation Council of Greater Washington, having been authorized to act by both of those organizations.

In general, my appearance is in support of the position of the Commissioners of the District of Columbia with respect to the restoration to the District of Columbia of appropriations and loan authorizations of certain of the sums which were eliminated from the budget in the House of Representatives.

At this late date in August, well into the fiscal year for which the appropriations are intended, most of the 54 citizens' associations in the District of Columbia and the civic organizations in the adjacent Maryland and Virginia counties are in recess, so that positive action on recent changes since the House action was taken by way of resolution has not been possible, that is, the minor changes.

However, consideration of essentially the same functions and departmental recommendations relating to them has been continuous since approximately this time in 1960.

The Federation of Citizens Associations participated in the detailed departmental hearings which preceded recommendations to the Commissioners.

Senator BYRD. Let me say for the benefit of you, the witness, and those associations to which you have just made reference, that it is my hope that we will not always be this late in conducting our hearings.

There are extenuating circumstances, I think, which have made the delay understandable, and one of these is my hope, which I have expressed heretofore, that the Senate will be able to move forward with the revenue bill in time that we, on this committee, might better understand what the city may anticipate in the way of revenues before we take this bill to the floor.

I think that is just good business on our part.

Colonel ROBERTS. I have a bit of comment here with respect to what may be a little bit of help in trying to get more effective action from the associations on appropriations and tax measures.

The Federation was represented before not only the detailed departmental hearings, to the extent that those departments began a couple of years ago to have hearings on basic problems as well as on operating expenses, very early, and then thereafter we appeared formally before the District Commissioners having had a number of sessions and going through such recommendations of the Department as were available to us.

BUDGET PROCEDURE

At this point, however, in our procedure—and this is not new—I was on a District of Columbia so-called city council Appropriation Committee in 1928 and we were having a problem then. By the very nature of our present government of the District of Columbia, from the point at which you make your presentation to the Commissioners separately on taxes and on appropriation items to the point at which the budget comes out, there is a real secrecy that makes it impossible—this is a required secrecy—that makes it impossible for the Commissioners really to debate their presentation or revisions or recommendations of the budget. This is the period during which the Commissioners' recommendation have gone to the budget and budgets are being considered before the Presidential determination comes to Congress.

If it were a separate city, there would be no such interlude and during that period of time people who are sincerely interested in trying to keep cost down or greater efficiency or to limit between various recommendations on construction would define those items and make recommendations as they proceed.

Now, I don't know a remedy for that situation except congressional action, which I will mention a moment later.

Thereafter, after the recommendation of the Bureau of the Budget gets to Congress, the Commissioners under the present regime as Presidential appointees are inhibited as against modifications of the budget as submitted.

This is characteristically true, so by the time they come before you in the House or Senate, the Commissioners are restricted as to certain items by reason of the budget determinations so the eliminations are constantly occurring.

It is unquestionably true that if congressional consideration of the functions of the District government and of the efficiency of its operation progress simultaneously with the development of the recommendations of the departments and if the citizens and civic organizations were invited to participate at this early stage, there would not be the same degree of frustration in the determination of the final lump sums.

An amplification for a moment, there is no reason that I know of why on the basis of past history and current costs we could not consider as early as this time of the year next year's budget and the fiscal items, not to a dollar and cent, but in selection between them in trying to attain efficiency could be developed constructively, even though you didn't have the Presidential recommendation for the specific items of the budget, at that time.

Most importantly, all of the civic organizations and the membership and people who work for them are available from now until, let's say, June of next year, and it is too late for them to do very much after that.

Substantially every item of difference between the budget as submitted and the appropriations bill as adopted by the House of Representatives has been the subject of resolution from the member bodies of the federation and of formal recommendation to either the Commissioners or the House committee or both. We have had separate resolutions on almost every single basic item.

For the first time during the current year the Federation of Citizens Associations, the Federation of Civil Associations, the equivalent Negro group representing residents of the District of Columbia, the board of trade and other citywide civil and political organizations considered together the budget as submitted to Congress. Representatives of the organizations, including myself substantially concurred in a general recommendation which was prepared for the President of the United States but upon which, to my knowledge, he has taken no specific public action. Subsequent actual fiscal experience indicated a higher yield from taxation during the fiscal year ended June 30, 1961, than was then anticipated, but nevertheless the basic recommendation that the Federal payment should be not less than $36 million in order to cover necessary requirements for operation and urgently needed construction is still valid. The recommendation of the Commissioners that the payment be increased from $30 to $33.5 million accepts the elimination of starts on essential projects, starts on them, at least, including construction consolidating the general hospital and replacement of schools, which may well have serious later effects. We urge that the committee recommend insistence on an at least $33.5 million Federal payment in conference with the House.

That is the recommendation of the District of Columbia Commissioners, and I doubt that any action in excess of their recommendation would be feasible.

SECOND PRECINCT PROJECT

With reference to certain detailed restorations presented by the Commissioners, the Federation of Citizens Associations particularly urges favorable consideration of the second precinct project involving an additional amount of $294,392. While this is a piecemeal approach

to basic measures to eliminate juvenile delinquency and centers of crime as well as to reduce welfare requirements, it is a recognition of constructive measures to approach these difficult problems.

With respect to the sums desired for additional caseworkers in the Welfare Department and for school counselors, we urge upon the committee that it is futile to criticize inefficiency in enforcement to discipline and policing of relief unless competent personnel in sufficient numbers are available to perform these functions.

There is a view that we hear constantly, very great impatience with the relief burden and amounts expended for relief. When we once start to work on it month after month on these requirements, we are still frustrated because the amounts are so huge and the apparent unwillingness of certain individuals to conform to their civic requirements causes great impatience. Some people go so far as to say, "Let's cut out relief altogether." We are not going to do that, of course, any more than the people who say we should go into total war altogether because they are impatient with the project. I am trying to convey to the committee some of the confidence we finally had in the relief recommendations.

Senator BYRD. Colonel Roberts, you can be assured the committee is going into this matter very thoroughly.

If you will please proceed with your statement.

Colonel ROBERTS. I will.

Senator BYRD. Do you intend to complete the reading of your prepared statement? You know it is already in the record.

SNOW REMOVAL EQUIPMENT

Colonel ROBERTS. As to the snow removal equipment, it sounds like a large amount of money suddenly put into just remedy and isolated situations, but the fact of the matter as to the actual physical losses that were apparent from the inadequacies of the snow removal procedures and equipment, they were very much greater than merely the interference with the public.

I call attention which should be called to the examination, very thoroughly of extreme deterioration of pavement in the District of Columbia which we think probably indicates some inadequacies of specification and some very definite inefficiency in protecting those pavements from snow.

So, we think that appropriation shouldn't be thought of as something that comes up in the summertime. It really is needed and something should be done to save the money.

POLICE DEPARTMENT FUNDS

With regard to the money for the Metropolitan Police Department, the amount of the restoration, we agree, but we have been strong all through the year in trying to get the police department to substitute nonuniformed policemen for every function they can. There seems to be impatience with all agencies except the police force. We want them to have the policemen, but we don't want them to try to use expensive uniformed forces for every clerical function that can be performed otherwise, including meter watching and things of that kind.

Finally, I call the committee's attention, unnecessarily, I know, to the fact that we have had a very substantial increase on taxation on the remaining residents of the District of Columbia. The pressure to move is still greater than it has ever been. It is something that is not as readily apparent. You can easily see the 20 cents in real estate taxes, but you can't see the very great increase in many of the white sections of the city, so-called, as a result of assessment. I refer to Georgetown and the other rehabilitated areas. So the total cost on people still living in the District of Columbia for residential taxation has been very great in the last few years.

While we feel these sums recomemnded by the Commissioner are still needed and are minimum, we still are just as insistent as we always have been to try to reduce the total cost of the administration.

Senator BYRD. Thank you, Colonel Roberts.

(The statement referred to follows:)

STATEMENT OF WILLIAM A. ROBERTS

Mr. Chairman, in general my appearance is in support of the position of the Commissioners of the District of Columbia with respect to the restoration to the District of Columbia of appropriations and loan authorizations of certain of the sums which were eliminated from the budget in the House of Representatives. At this late date in August, well into the fiscal year for which the appropriations are intended, most of the 53 citizens associations in the District of Columbia and the civic organizations in the adjacent Maryland and Virginia counties are in recess. However, consideration of essentially the same functions and departmental recommendations relating to them has been continuous since approximately this time in 1960. The Federation of Citizens Associations participated in the detailed departmental hearings which preceded recommendations to the Commissioners. They were represented and presented recommendations, both for curtailments of departmental estimates and for increases, when the departmental estimates were considered by the District Commissioners. Unfortunately a curtain of secrecy surrounds the consideration of the recommendations of the Commissioners, both as to appropriations and taxation, by the Bureau of the Budget and in each fiscal year there is a long interlude during the period of greatest activity by the citizens associations and the most important changes in our fiscal relations until the budget message is submitted to Congress. Thereafter to a substantial degree the Commissioners, as Presidential appointees, are inhibited against modifications of the budget as submitted.

It is unquestionably true that if congressional consideration of the functions of the District Government and of the efficiency of its operation progress simultaneously with the development of the recommendations of the departments and if the citizens and civic organizations were invited to participate at this early stage, there would not be the same degree of frustration in the determination of the final lump sums.

Substantially every item of difference between the budget as submitted and the appropriations bill as adopted by the House of Representatives has been the subject of resolution from the member bodies of the federation and of formal recommendation to either the Commissioners or the House committee or both. For the first time during the current year the Federation of Citizens Associations, the Federation of Civic Associations, the equivalent Negro group representing residents of the District of Columbia, the Board of Trade and other citywide civic and political organizations considered together the budget as submitted to Congress. Representatives of the organizations, including myself, substantially concurred in a general recommendation which was prepared for the President of the United States but upon which, to my knowledge, he has taken no specific action. Subsequent actual fiscal experience indicated a higher yield from taxation during the fiscal year ended June 30, 1961, than was then anticipated, but nevertheless the basic recommendation that the Federal payment should be not less than $36 million in order to cover necessary requirements for operation and urgently needed construction is still valid. The recommendation of the Commissioners that the payment be increased from $30 to $33.5 million accepts the elimination of starts on essential projects, including

construction consolidating the general hospital and replacement of schools, which may well have serious later effects. We urge that the committee recommend insistence on an at least $33.5 million Federal payment in conference with the House.

With reference to certain detailed restorations presented by the Commissioners, the Federation of Citizens Associations particularly urges favorable consideration of the second precinct project involving an additional amount of $294,392. While this is a piecemeal approach to basic measures to eliminate juvenile delinquency and centers of crime as well as to reduce welfare requirements, it is a recognition of constructive measures to approach these difficult problems.

With respect to the sums desired for additional casework in the Welfare Department and for school counselors, we urge upon the committee that it is futile to criticize inefficiency in enforcement of discipline and policing of relief unless competent personnel in sufficient numbers are available to perform these functions.

As to such items as the provision for $1 million for equipment for snow removal, we believe that the Members of Congress through their own experience in the District of Columbia are aware of the tremendous cost to the residents of the city of inadequate equipment to cover even small and regularly experienced snowfalls. We also suggest that this appropriation would easily be saved in the deterioration of payment resulting from failure to remove snow promptly. We hope that during the coming fiscal year it will be possible to examine closely the contracting practices and specifications of the highway department as well as its apparent predelection for the construction of massive and expensive highway structures.

We are fully in accord with the recommendation for the restoration of $390,000 for the Metropolitan Police Force and hope that increasing recognition will be given to the utilization of uniformed policemen for their primary purpose and a maximum use of civilian employees, where possible, in that department.

In closing we invite the committee to consider that the remaining residents within the District of Columbia are encountering each year increases not only in the real estate tax rate, in sales taxes and in other basic costs of living, but very substantial increases in many sections in their total real estate tax bills resulting from radical reappraisals of residential property.

CITIZENS CRIME COMMISSION OF METROPOLITAN WASHINGTON

STATEMENT OF ROBERT C. SIMMONS, SR., PRESIDENT, ACCOMPANIED BY MRS. SALLY ORRISON

GENERAL STATEMENT

Senator BYRD. Do you have a prepared statement?

Mr. SIMMONS. Yes, thank you.

Senator BYRD. Would you like to insert it in the record?

Mr. SIMMONS. I would, thank you, Senator.

Senator BYRD. The statement is only two pages in length, or is it longer?

Mr. SIMMONS. No, it is six.

Senator BYRD. All right. It will be included in the record, and you may proceed.

Mr. SIMMONS. I will give it to you as briefly as possible.

I am Robert C. Simmons, Sr., president of the Citizens Crime Commission, and I have with me Mrs. Sally Orrison, who is with the International Association of Chiefs of Police, training division and research division of that organization, and she is also the secretary of the Citizens Crime Commission.

You will recall that in March of this year the Attorney General, Robert F. Kennedy, supported by J. Edgar Hoover, announced the alltime high increase in crime, and it not only applied to the entire

United States, but also to the District of Columbia, and as people living in and around the Nation's Capital, why, we are naturally very much interested in this particular thing.

The Citizens Crime Commission is a reporting organization. Last year, at our annual meeting, former Attorney General James P. McGranery, said that during the past decade the Nation's crime problem has grown four times as fast as our increasing population. It is so despite the best effort of our law enforcement agencies.

INCREASED CRIME IN DISTRICT OF COLUMBIA

The crime in the District of Columbia in 1960 increased 11 percent over 1959, and in 1959 it increased 60 percent over 1958, making a total of approximately 27 percent in the last 2 years.

The number of arrests, or rather, the number of indictments, have been going down, and we would like to know why with the increase in crime the number of indictments are going down, and it certainly seems worthy of our consideration.

What we propose to do is to make a study of exactly what happens to every one of the cases, in spite of the fact that we have a record of 9,510 felony cases, and in spite of the best, I think, police department in the United States, and I have no criticism of any of the agencies that are involved in what happens to a felony, except that only 10 percent of them ever go to prison.

In spite of the large crime rate that we have, our prison population at Lorton is decreasing, and that is the type of study that we want to make if we possibly can, if we can get the money to do it.

Senator BYRD. Let me interrupt you to state that I want to make that study, too.

Mr. SIMMONS. Thank you very kindly. I hope that we can do it.

I know the President of the Board of Commissioners, Walter Tobriner, is in favor of it, and certainly our very fine Chief, Robert Murray, is very much in favor of the study being made.

Now, Mrs. Orrison and a statistician could make a study of the 9,500 felony arrests over the period that they intend to study. She has been associated with the Citizens Crime Commission and also the one before it, the Criminal Justice Association, for over 12 years. She made a study of the administration of criminal justice in the District of Columbia. In 1948, she made a 6-month study of sex offenses, and their relation to the Miller Act. She has made a 10-year study on homicides. She made a 2-year study on robberies, and she made a study for Senator Price Daniel on the subcommittee investigation of narcotics which included all arrests in the District of Columbia on narcotics violations from January 1, 1953, until June 1955, so that I feel we have in here a woman that is very well qualified to do the type of a study that we are asking this $5,000 for in order to accomplish this information.

The Police Department is only one-fourth of the whole thing. What happens after the Police Department does the arresting is in three more segments, and the whole thing should be studied so that as a reporting agency we can give the information to the public, and we certainly feel that this is in the public welfare for us to do it, and we feel that this can be done cheaper by the Citizens Crime Commis-

sion and by Mrs. Orrison than it could be done by any other agency of the Government.

We certainly feel while this may not solve the crime problem, it is going to make headway and will be the first step in the way of improving the situation.

Senator BYRD. Thank you for a very fine statement.

Mrs. Orrison, would you kindly tell the committee briefly as to how you would make this study?

Mrs. ORRISON. Yes, sir.

Senator KEFAUVER. Mr. Chairman, may I interrupt?

Senator BYRD. Senator Kefauver, certainly.

Senator KEFAUVER. Sorry I was late getting here, but I just want to say that I agree with what Mr. Simmons has said about Mrs. Orrison. It so happens that Mrs. Orrison is a native Tennesseean. I have known her for a long time, since about 1950, when I had something to do with a crime commission. I have been familiar with Mrs. Orrison's work in the field of crime. She does have great knowledge and information and the confidence of the people who are interested in crime reports and in remedies for crime conditions, and I don't know exactly the study that has been contemplated for Mrs. Orrison, but I know that she is very competent and able to do work of this kind.

Mr. SIMMONS. Thank you.

Senator BYRD. Thank you, Senator Kefauver.

May I say at this point that I am delighted that the distinguished senior Senator from the State of Tennessee is a member of this committee and this subcommittee with me, and we appreciate very much his presence this morning. I don't know of anyone in either House of the Congress who would be more eminently experienced, if as much so, as is Senator Kefauver in this particular field.

Senator Kefauver, I did not realize that the lady was from Tennessee. I can appreciate now more than ever why our distinguished colleague is always in such a very pleasant mood, and I suppose it can be attributed in part, at least, to the fact that he has such charming and gracious constituents.

Mrs. Orrison, we are very pleased that you are ready to testify on this matter, and, perhaps, Senator Kefauver, you would like to ask the lady some questions.

Mrs. ORRISON. May I say, gentlemen, I am deeply grateful to both of you.

STUDY PROCEDURE

As for the study, as I now have it contemplated, I have had some very good luck, I think. The gentleman from the International Business Machines, Mr. Sidney Mesher, who handles the statistical processing equipment at the Police Department, has kindly consented to assist on this project which is one reason we can do it for this cost. It has not been done on an IBM setup before, such as the Police Department has.

I don't have but one copy of this material, but what we have done is draw cards and charts and we will have this thing so that by the time we are through, by a key punch process, we will have all of the charts readily available as we go along. This will necessitate taking the 9,510 felony arrests for fiscal 1959–60. It will take every case

and document everything pertaining to the case and follow it from there to the U.S. attorney's office and wherever it goes from there.

Senator BYRD. From the beginning to the end?

Mrs. ORRISON. To the very end. We will study repeaters, go into recidivism, to some extent, and when all this is through, I think we can show that by having at any time in the future every agency report its disposition back to the Police Department, if you want a future study of this kind, the plan will have been set up by this study so that it will not have been necessary to go about it in this fashion but simply to have each agency give its disposition of the given case and you will have it on a statistical setup.

I am trying to condense this. I would be happy to go into it more, if you want, but that essentially is what the study would be comprised of.

Senator BYRD. Mrs. Orrison, the committee might find it helpful if you would present a brief written statement concerning the procedure that would be followed in the course of carrying out this function.

Mrs. ORRISON. All right, sir.

(The information referred to follows:)

STATEMENT OF SALLY M. ORRISON ON THE PLAN FOR STUDY OF CRIME IN DISTRICT OF COLUMBIA AS REQUESTED BY SENATE APPROPRIATION SUBCOMMITTEE FOR DISTRICT OF COLUMBIA

I. The arrest sheets of the Metropolitan Police Department for all arrests for felonies for fiscal year 1959–60 will be made available by the Police Department Statistical Bureau. (This is MPD form No. 251.)

1. A worksheet for each case (forms to be made up by International Business Machines, Inc., along with all necessary cards and chart forms) will be used for this study and will include the following information from the Police Department: name, age, race, and sex of defendant; also of victim; the offense charged; precinct; officers making arrest; date of report; date of arrest; any other facts contained on police arrest record determined to be pertinent. Cases dismissed or for which no papers were issued will show reason for this action.

2. When worksheets have been completed at the Police Department, they will be taken to the U.S. Attorney's office where each case will be recorded as to action taken in this office. This will include: date of arraignment, date of indictment, if held for the grand jury, reduced to lesser offense and to what offense (i.e., aggravated assault reduced to misdemeanor of simple assault and transferred to municipal court), or if ignored or no papers issued, reason for this action. This last will be a duplication to some extent of Police Department notations of dispositions but not always.

3. Cases involving juveniles will be taken from the Police Department to the juvenile court where disposition will be recorded as to: dismissed and reason, probation, committed to Department of Public Welfare, committed to National Training School, transferred to U.S. District Court for the District of Columbia; attention will be given to time between referral to the court and appearance at court; also significant cases of repeaters, if any.

4. Adult cases from the U.S. attorney's office will be taken to the U.S. District Court for the District of Columbia, where the following information will be recorded: required mental examination, plea of guilty, plea of not guilty, number of court continuances, disposition as to unsound mind, transferred out of town, dismissed, acquitted, convicted and fined, sentence, probation, sentenced under Youth Corrections Act, names of defense attorney and judge giving sentence.

5. Remaining felony cases will be taken to Department of Corrections to document any pertinent information, primarily the time actually served and type of release from institution.

6. Cases which were reduced to misdemeanors will be taken to municipal court to record disposition of the court.

7. Cases under jurisdiction of Parole Board, or which have been, will be studied at the Parole Board for success or violation of parole.

8. A selected number of cases will be studied for history of recidivism from both categories of those disposed of in the U.S. attorney's office of those not prosecuted and those convicted. It may be desirable to study previous arrests and convictions of all if time permits.

II. As each phase of the job is progressing, worksheet information will be fed to the coding clerks in the statistical bureau of the Police Department to be recorded on IBM cards. As each of the aforementioned steps is completed, charts giving the information will be made up ready for use. There will be a chart indicating the action in each step outlined above.

III. Analyses will then be made from the charts and a written report drafted for members of the following committee.

IV. The president of the Citizens' Crime Commission, Robert C. Simmons, Sr., will appoint a committee of the board of directors and others who are deemed to be expert in some phase of the administration of criminal justice to study the report and draw up recommendations.

V. The final report will be approved by the board of directors of the Citizens' Crime Commission and forwarded with recommendations to the Board of Commissioners for the District of Columbia.

NOTE.—As the person conducting this study, I will be happy to appear at any time during the course of the study to discuss the project with interested persons or groups as time permits.

REPORTS OF OTHER ORGANIZATIONS

Senator BYRD. Senator Kefauver, would you like to ask Mrs. Orrison anything further, or would you like to say something in regard to this item?

Senator KEFAUVER. Well, is it contemplated that the reports and records of other organizations, such as the International Association of Chiefs of Police, of which you were the executive director, would be used in connection with these studies?

Mrs. ORRISON. No, sir. May I explain, first, I am in charge of research there, Senator. I am not very high up in the organization. This would be confined to the District of Columbia, and it is a study of the administration of criminal justice, actually, of the District of Columbia.

The International Chiefs of Police does not have information that would be helpful in any way.

I might explain further that I would have a 3 months' leave of absence from that organization to do this study. I would go off of their payroll, and this would be done for the Crime Commission which, in turn, is doing it for the Board of Commissioners.

Senator BYRD. I think that is a very good point, Mrs. Orrison, that you just made.

LOCAL CRIME COMMISSIONS

Senator KEFAUVER. I found that these local crime commissions, such as you have here, although it hasn't been as active here as in other places, but in Chicago and Greater Miami and California, and many other cities, they do do a very wonderful work in getting facts, working with the police, making recommendations, alerting the public.

I think it is one of the best deterrents to the increase in crime in places where the crime committees or commissions function actively.

Virgil Peterson, out in Chicago, has done a very remarkable job, as has Mr. Sullivan in Miami.

Mr. SIMMONS. We are a member of an organization known as the Association of Citizens Crime Commissions and attend their functions once a year. We were formed about 27 or 28 years ago by Eugene

Meyer of the Washington Post, and John Remon, and several other public-spirited citizens. While we have not tried to get our names in the paper and wave the flag or anything, we have been doing this reporting for a long time. It is just now that we have been faced with the problem of having to raise money outside of the UGF. They have determined that we do not contribute to the welfare of the city, and so they have taken us off after a great many years. They have taken us off of the UGF and now we are faced with having to raise the money ourselves.

CRIME COMMISSION BUDGET

Senator KEFAUVER. What has been your budget annually, Mr. Simmons?

Mr. SIMMONS. Approximately $13,000, plus probably $1,500 raised by members of the Washington Criminal Justice, it was called. It was changed to conform to the Civic and Crime Commission because that is the name of the national association.

Senator KEFAUVER. That is a very small budget.

As I member, in Chicago and Miami——

Mr. SIMMONS. Virgil Peterson has about $170,000. That is paid for by the city, I believe.

Senator KEFAUVER. As I remember the budget for the crime commission in California was $250,000 a year.

Mr. SIMMONS. I think Sullivan has a big one in Miami, too.

Senator KEFAUVER. It is over $100,000, I am sure.

One of the most effective things that they do is to circulate publicity about criminal activities and characters, work with the police, and also get information in the newspapers.

Mrs. ORRISON. When I start talking about crime commissions you may have to stop me, sir.

Senator BYRD. We would like to pass along as rapidly as possible. I do hope you will submit a written statement for the record.

Mrs. ORRISON. Yes, sir, I will, and chart. I would just like to insert one thing.

WASHINGTON PENAL JUSTICE ASSOCIATION

In 1934, it was the subcommittee of the House District Committee, headed by Mr. Jennings Randolph, who is now Senator Jennings Randolph, of course, which investigated crime in the District of Columbia, and as a result of their findings, they recommended an organization such as the Washington Penal Justice Association. It was done at that time, and it was patterned after the Baltimore Criminal Justice. This, then, is the agency 26 years later, I guess, and along with what Senator Kefauver has said, as I understand it, some of the Crime Commission people, I know, Aaron Cohen from New Orleans, are appearing to testify before the Senate Permanent Investigating Committee next Wednesday on the wire services problem.

Senator BYRD. Senator Kefauver, do you have anything further?

Senator KEFAUVER. No, thank you, Senator.

Senator BYRD. All right. Thank you very much, Mrs. Orrison, and Mr. Simmons.

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(The statement of Mr. Simmons follows:)

STATEMENT OF ROBERT C. SIMMONS, SR., PRESIDENT, CITIZENS' CRIME COMMISSION ON METROPOLITAN WASHINGTON

NEED FOR THOROUGH SCIENTIFIC STUDY OF THE INCREASING CRIME RATE IN THE DISTRICT OF COLUMBIA

In a report released March 1, 1961, by the U.S. Attorney General Robert F. Kennedy and Director of the Federal Bureau of Investigation, J. Edgar Hoover, it is revealed that an alltime high in crime has been reported nationally at 12 percent increase over the highest previously recorded which was reached in 1959.

The same report showed that crime in the District of Columbia increased in all felony offense categories over the previous years. The concern of the Citizens' Crime Commission is the continued increase of crime in the District of Columbia, particularly for the past 2 years and each month of this year of 1961.

The annual report of the Crime Commission, released last month, refers to a point made in a speech to its members by former Attorney General James P. McGranery when he said, "* * * during the past decade the Nation's crime problem has grown four times as fast as our increasing population; it is so despite the best efforts of our law enforcement agencies * * *."

The Crime Commission report indicates that during 1960 all crime in the District of Columbia increased about 11 percent over 1959 and in 1959 it increased 16 percent over 1958. The rate then is 27 percent higher than 2 years ago.

The same report under the section for the U.S. district court reveals that indictments returned during 1960 totaled 1,105 and compared with the past 3 years were 1,223, 1,132, and 1,105, consecutively. Following is an excerpt from the report pertinent to this problem:

"* * * Compared against the figures of the increase in crime and persons arrested, the reasons for the decrease in indictments seems to be worthy of serious consideration.

"Comment has been made upon this situation in the past. Among many other factors which may contribute to the decreased indictment figures are the effect Mallory and Durham may have on this trend. However, at present this seemingly accurate conclusion cannot be supported.

"Therefore, incident to just why only about 10 percent of the persons arrested on felony charges are indicted in this court, we as the Citizens' Crime Commission are glad to report that we now have plans underway to make a systematic 3-month study of the increase of crime in the District based upon 1960 arrest figures. Statistical data processing equipment in the Police Department will be used to follow and trace all felony arrests to the ultimate conclusion in court. Thus, not mere speculation but more scientific means will be available to trace the course of each case. It will be interesting to see how many wind up in municipal and juvenile courts (as well as district) and what becomes of them there.

"The results of this study, therefore, should produce data much more meaningful than the tables published in the past which largely were a mere reporting of arrest figures as compared to those of persons whose cases reached the district court."

Three paragraphs from the Crime Commission report dealing with the Department of Corrections are quoted as follows:

"* * * It is desired to report especially on one trend at Lorton, the District of Columbia institution where felons are confined. The condition of rather chronic overcrowding mentioned in prior reports apparently is changing rather noticeably. To illustrate, during fiscal 1957 the population averaged 1,932; during fiscal 1958 it was 1,872; during fiscal 1959 it was 1,896; during fiscal 1960 it was 1,830, and yet during fiscal 1961 to date it is about 1,700.

"The reader may wonder just why, in the face of a higher crime and arrest rate when the "receiving end," so to speak, of our law enforcement activities, reasonably should be expected to at least show no drop in its population, a definite swing in that direction seems underway.

"The Citizens' Crime Commission entertains similar curiosity and hopes that the survey it plans to make, as mentioned in the U.S. district court section of this report, may shed some light on this situation. Further information seems warranted for a rising crime and arrest trend usually is accompanied by rising prison population. The reverse is true here. We must find out why."

Chief of Police Robert V. Murray has explained that this would be a crime-by-crime study from the time of arrest through the courts to conclusion of the case.

This would entail studying the 9,500 felony cases in a case-by-case study from arrest to final disposition.

The Crime Commission wishes to point out in this connection that the work of the police, regardless of their numbers or efficiency, constitutes only one-fourth of the picture of criminal justice. It is widely acknowledged that Washington has one of the most outstanding police departments in this country using any criteria, from the uniform crime report and closure of cases to effective handling of juveniles within the confines of police jurisdiction and responsibility. But the responsibility of the Police Department ends when the case has been indicted, nolle prossed, or reduced to a lesser offense. This very procedure is one of the primary areas the Citizens' Crime Commission feels needs study. To reiterate, there have been continued increases in crime reported and in arrests for felonious offenses, and continued decreases in indictments returned in the U.S. district court—fewer than a 10-percent ratio.

Does this mean the police are arresting and charging persons with more serious crimes than the case merits—or does it mean that the U.S. attorney is increasing the efficiency or prosecutions in his office by more rigid interpretation which insures prosecutive merit? What consideration, if any, is given to previous records of arrest and convictions? Do the sentences handed down by the courts comply with the requirements of the statutes? What is the rate of conviction in these cases? How many of these offenders are repeaters? These are only a few of the questions that need answers, not otherwise available, before a tightening up of the law enforcement process can be accomplished.

Mrs. Orrison and the secretary-statistician would conduct a case-by-case study of the 9,510 felony arrests through to the final disposition of each case all of which will be documented, analyze the results, and draft a report. Following compilation of a draft of this report, the president of the Crime Commission will appoint a committee of renown experts in various phases of the criminal process to assist in formulating recommendations. Their services will be a contribution to the Citizens' Crime Commission. The report and recommendations in its entirety will necessitate approval of the board of directors of the Citizens' Crime Commission before its presentation to the Board of Commissioners.

During her more than 12 years on the staff of the Crime Commission, when it was known as the Washington Criminal Justice Association, Mrs. Orrison actually performed the following studies, copies of which are available if the committee wishes to have copies:

A study of the administration of criminal justice in the District of Columbia just as the one proposed.

A 6-month study of sex offenses and their relation to the Miller Act.

A 10-year study of homicides.

A 2-year study of robberies.

A study for Senator Price Daniel's Subcommittee Investigating Narcotics which included all arrests in the District of Columbia on narcotics violations from January 1, 1953, through June 1955, with name, age, sex, race, disposition of case. This report was used by the committee to summon witnesses, etc., and is contained in the hearings of this committee.

Mrs. Orrison resigned to accept a new position which had just been established in the Training Division of the International Association of Chiefs of Police in February of 1958; she established the first research and development office of the organization and has been head of the section ever since. Her related activities in this field in civic work include her reelection as secretary of the Executive Committee of the Citizens' Crime Commission, her recent election as the first woman chairman of the Corrections Conference which is a forum composed of sociologists, criminologists, and penologists, a member of the board of advisors of the Criminological Research Institute appointed by the Board of Commissioners, and program chairman this year for the Public Protection Committee of the Washington Board of Trade. She is present if your committee desires to ask questions about how the study would be made.

The Crime Commission in its constitution and bylaws, incorporated in 1936, states that its purpose is to conduct fact-finding studies of the functions and performances of the officers, departments, and tribunals charged with the administration of criminal justice in the District of Columbia. To carry out the very basic objectives of its existance the Crime Commission must have its own personnel who are trained for this particular purpose to detect the possible flaws in the administrative process. The references to information contained in the social or caseworkers' reports would not fulfill this purpose. The views of the

Citizens' Crime Commission spans the gap from the police who are charged with the job of detection and arrest to the social worker whose job is probation, parole, and rehabilitation. Unfortunately, these often conflict.

The Citizens' Crime Commission wants justice for the accused guilty and for the innocently accused and fair interpretation for all those earnestly trying to administer their various responsibilities in the law enforcement process and for the victim.

As Chief Murray has stated, several studies have been made but they were to serve a specific purpose and did not concern the entire criminal process. This is simply a complete factual study of the entire administration of criminal justice as it is now being performed in the District of Columbia with the realistic knowledge that available statistical data make vividly clear that we are not doing a very good job somewhere along the process and that a lack of factual information precludes solution of the problem. On the other hand, adequate information could possibly indicate an immediate need for further inservice training for police in making arrests that will result in more likely indictment, it would indicate needed change in policy or procedure in the U.S. attorney's office, it could mean compliance with the statutes on the part of the courts in meting out sentences, it could mean a need for additional legislation, it could indicate a need for longer periods of confinement—or shorter periods and more leniency or less for probation and/or parole. These are some of the obvious areas.

Gentlemen, without this appropriation, it is with sincere regret that the Citizens' Crime Commission will be unable to accept this vitally needed job. We do not think any similar job could be done for $5,000 as requested. It would be redundant to point out the affects of the problem of crime in the Nation's Capital to you, members of your family and every constituent of yours who comes to visit the Nation's Capital as well as those from other countries whose knowledge of these problems here are widely known. We do not say we are going to solve the crime problem here by this study. We do say that this is a first realistic step toward a right direction affecting every agency in the criminal process and that at this stage any help is improvement.

Senator BYRD. The next witness is Mr. L. Arthur Weyman, who will speak on behalf of the Commissioner's Youth Council.

Would Mr. Alden C. Kefauver, Jr. also come forward and be ready to follow Mr. Weyman's presentation of his testimony.

Mr. Weyman.

COMMISSIONER'S YOUTH COUNCIL

STATEMENT OF L. ARTHUR WEYMAN, VICE CHAIRMAN, AREA F BOARD

GENERAL STATEMENT

Senator BYRD. Mr. Weyman, do you have a prepared statement?

Mr. WEYMAN. Yes, sir.

Senator BYRD. Three and one-half pages.

Do you want to read it or proceed orally and place it in the record?

Mr. WEYMAN. I would like to read it, please.

Senator BYRD. All right; proceed, please.

Mr. WEYMAN. The House cut in the Commissioner's Youth Council 1962 budget of $37,500 means reducing the Council's staff representatives from seven to two and eliminating a secretary. Staff representatives now serve from two to four area boards. Under the reduced budget, each staff representative will be required to serve 11 area boards. This is a physical impossibility, as their liaison with the boards takes place after office hours, and even with the present full complement of seven, they meet with board members four times a week.

The forced reduction to two staff members will mean the virtual end of the area boards. In championing the cause of the staff representative, I am endeavoring to preserve the area boards. The area boards are the eyes and ears of the Youth Council; they identify the problems in the grassroots and bend their efforts toward solution.

STAFF REPRESENTATIVES

The staff representatives are the liaison between the Council and the 22 area boards. Their technical competence enables them to provide direction, guidance, purpose, know-how, and administrative assistance to volunteer board members. They pass along to the area boards Council policy, propose projects for the boards to undertake, and provide background information developed during their regular working hours in contact with many city officials, by interchange of information with each other, and avid searching of social and psychological periodicals and journals.

The fact is that area board members are volunteers, and in most cases, lay individuals, who are willing, but do not possess the technical skill and background to perform the kind of work they undertake. The framers of the Commissioner's Youth Council had the wisdom to provide such competence in the person of the staff representative. She is vital to the success of the area boards; without her, and the reduction to two staff representatives would be tantamount to none, they would so overextend their efforts, the effectiveness of the area boards will surely be jeopardized, and perhaps reduced to inertia.

Dedication to the youth of Washington is in itself insufficient reason to restore the Commissioner's Youth Council staff representatives to last year's ceiling. The fact is that they are effectively motivating area board members to combat juvenile delinquency and develop the total youth to take his proper place in society, by keeping them interested and stimulated; helping them to identify local problems; and devising means to combat these problems.

May I cite some instances of Area F Board achievements which, without our staff representative, might not have been possible.

FIGHTING GANG

The board recently learned of the formation of a "fighting gang" in the area—boys who formed a gang for the sole purpose of fighting other groups. The roving leader was contacted and this group has been redirected into a group with socially acceptable goals and adult supervision. While many of the boys had been known to Youth Aid for individual offenses and all were having difficulty at school, the board and the roving leader were able to prevent any group delinquency. At the same time, the parents of the boys were contacted and invited to a meeting where they were informed of their son's activities, and asked "What can we do together" to make this a better community?

The parents were very much concerned and gratified that someone was interested in helping them with their problems and have asked for further meetings. Most of the boys have younger brothers and sisters who would be vulnerable to incipient antisocial behavior, were it not curbed.

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CARRIER BOYS' CLUB

Our board sponsored a Carrier Boys' Club as a means of preventing or reducing delinquency and promoting youth fitness. Boys congregated at the local supermarket, trying to earn money by carrying groceries.

Because there was no supervision, the boys were engaged in constant altercation, annoyed shoppers, occasionally stole, often were in trouble, and generally created a nuisance in the area. With the help of the board, the boys were organized into a club and their parents were urged to supervise them. The boys set up standards of behavior and attire, established a savings program, and adopted other procedures which, with adult help, kept them generally out of trouble. A year later, the parents felt that they no longer needed the help of the area board and the board withdrew. Parental supervision diminished, and at the June meeting of the board, the members were told that several of the boys were arrested for stealing a considerable sum from the store.

Withdrawal of our support will set in motion corrective procedures by social and judicial agencies which will probably exceed the sum being requested for restoration. Multiply this by similar examples and comparable savings in the 22 area boards, and the total is inestimable. Moreover, as the members of the subcommittee no doubt recognize, expenditures for the prevention of delinquency are unquestionably far less than those needed for corrective measures in the courts and reformatories.

ODD JOBS POOL

This single example should be sufficient to stress the vital role of the board in preventing delinquency and promoting youth fitness through club activity—not without the able assistance of the staff representative. But the board has done more. For several years, our board has sponsored, in cooperation with the Recreation Department and the U.S. Employment Service, an odd jobs pool. This program means that any youngster 14 years of age or older may register with the nearest recreation center for an odd job which is noncommercial, and incidental work around the home.

Just before the 1960 White House Conference on Children and Youth, our board, in cooperation with a neighboring area board, at the request of the District of Columbia Committee, sponsored a Little White House Conference featuring a panel on family responsibility.

There is no duplication in our work. When there is a need, we look first to area and then citywide organizations to meet the need. Only when existing organizations are unable to meet needs, do we institute new programs.

As a member of the area F board and on behalf of the executive committee, I implore you to restore the full requested budget to the Commissioner's Youth Council so that the work of helping our youth may be carried out effectively.

May I read another two paragraphs, something I have written elsewhere?

Senator BYRD. I hope you will proceed rapidly. I indicated at the beginning that this statement would be placed into the record, and you proceeded to read it in its entirety, which is all right, because it

was short, but I am going to be very watchful of witnesses who read their entire testimony, that they present it in advance and then they proceed to go on and on and talk and read other matter.

You may proceed, Mr. Weyman.

Mr. WEYMAN. The staff representatives are truly dedicated social servants. Their substantive work actually begins after a full day's work at the office. They attend the regular area board meetings or committee meetings and whatever function the board holds, all these at night, on their own time and without additional pay. It is customary for them to meet with board members an average of 4 nights a week, putting in an extra 10 hours each night. Their reward is what every devoted public servant gets, psychic income, gratification of knowing through their efforts the world may be physically, morally, and spiritually improved, and that this will be a better world to live in.

Senator BYRD. Thank you, Mr. Weyman, for your statement.

Mr. WEYMAN. Thank you for letting me appear.

Senator BYRD. Thank you again.

PREPARED STATEMENT

The following material reached the subcommittee from the office of one of our colleagues. It is very pertinent to the subject of the Youth Council and may be entered in the record at this point.

(The information referred to follows:)

COMMISSIONERS' YOUTH COUNCIL: BUDGET JUSTIFICATION FROM AREA BOARD-STAFF POINT OF VIEW

The District of Columbia Commissioners' Youth Council was established in 1953 to deal with the problem of juvenile delinquency, its control, treatment, and prevention, and to secure the coordination of the activities of all agencies, public and private, concerned with delinquency prevention. In 1958, the Youth Council was given the responsibility of implementing the President's national youth fitness plan. Again in 1960 the Commissioners' order was amended, this time adding to the Youth Council's responsibility the implementation of recommendations from the 1960 White House Conference on Children and Youth. Neither of these amendments changed the basic purpose of the council. A totally fit youth is obviously not delinquent—he is morally, spiritually, emotionally, and physically fit. The greatest significance here was not the development of programs for physical fitness, but rather the expansion or intensification of existing antidelinquency programs approached in a positive rather than negative manner. So, too, with the 1960 conference recommendations, since the Youth Council was already actively engaged in programs or procedures that were recommended, this was primarily a reinforcement of existing activities.

The organization of the Youth Council is unique. There are 24 members appointed by the Commissioners for a 3-year term. They are civic leaders in the community who are experienced in dealing with or concerned about the problems of youth. These people serve without remuneration of any kind. In addition, there are six ex officio members, five department heads of the District government, and the judge of juvenile court.

The council is concerned with the overall, citywide programs to promote total fitness and prevent delinquency. They are not involved in questions of law enforcement; they do make pertinent recommendations to the District Commissioners and other community groups; they encourage the development of needed services, and they do stimulate existing agencies to improve their programs.

The Youth Council has divided the city into 22 neighborhoods or areas, each of which has an area board composed of civic leaders who live or work in the area, have insight into or knowledge of the problems of youth in that area. The Youth Council defines overall policy. The area boards identify the problems within their area, get existing agencies to care for the problem when pos-

sible, and devise other solutions or programs when necessary. Membership on area boards is also voluntary, and total membership approximates 1,000 at the present time.

Working with the area boards and the Youth Council is a paid staff of 13 persons. This includes an executive director, two supervisors, seven Youth Council advisers to work with the area boards, and three clerks. When you consider the number of volunteers involved, plus the fact that the Youth Council defines policy, coordinates and stimulates citywide programs, while the area boards apply policy and programs in their own area, you can see the need for a paid staff to keep the volunteers interested, help them identify local problems, and devise means to combat these problems.

Consider the recent activities of just one typical area board. This board has 28 adult members and 19 youth members. The adults include representatives from four area schools (including one high school and one junior high) four area PTA's, five area churches, three civic associations, two youth organizations, two recreation centers, and the local police precinct. The youth members, all between the ages of 13 and 17, all with good leadership potentials, but not all with a spotless record, represent three schools, five churches, and four youth groups. It would be impossible to estimate how many families this board reaches through the organizations represented.

For several years this board has sponsored, in cooperation with the Recreation Department and U.S. Employment Service, an odd jobs pool. This program means any youngster 14 or older may register with the nearest recreation center for an odd job (noncommercial, incidental work around a home). Area residents are encouraged to employ the young people. Through the program, the youth are given an opportunity to earn (instead of taking) and to develop the proper attitudes toward job responsibility. Over 100 job placements are made each month. This program, incidentally, is carried out by nearly all the area boards.

Many area boards sponsor carrier boys' clubs, as a means of preventing or reducing delinquency and promoting youth fitness. About 2 years ago the area board was asked to organize a carrier boys' club by the manager of a local supermarket. Boys were hanging around his store trying to earn money by carrying groceries for his customers. Because there was no organization and no adult supervision, the boys were fighting, bothering shoppers, occasionally stealing, often in trouble, and generally a nuisance in the area. With the help of the area board, the boys were organized into a club and their parents were involved in giving them supervision. The boys set up standards of behavior and attire, established a savings program, and adopted other procedures which, with adult help, kept them generally out of trouble. A year later, the parents felt they no longer needed the help of the area board and the board withdrew. The situation at present—parental supervision dropped off and recently several of the boys were arrested for stealing a considerable sum from the store. It seems quite obvious the carrier boys program definitely cuts down delinquency and does promote youth fitness through the club activities.

Just before the 1960 White House Conference on Children and Youth, this board, in cooperation with a neighboring area board, at the request of the District of Columbia Committee (which included all members of the Youth Council) sponsored a "Little White House Conference" featuring a panel on family irresponsibility. Ninety-plus organizations were represented, and nearly 500 people were present. Who can measure the impact of such a meeting on the community?

In the past year, this board carried out a community education program through their monthly board meetings. Persons from the District of Columbia school system, the Health Department, Protective Services Division of the Welfare Department, the Youth Aid Division of the Police Department, and the Recreation Department addressed the board. Each time, special invitations were sent to those persons in the community who could be expected to best use the information. The response was indicative of the worth of this plan. Two examples can be cited.

When area recreation was the topic, a member of the board's recreation committee reported inadequate supervision at the area pool the previous summer, with considerable delinquent and dangerous activity. The board authorized the recreation committee to seek action for improving the situation. Going through the appropriate person on the Youth Council produced results. This summer supervision is adequate. And at this same meeting, when you heard a 15-year-old member of the youth committee speak of the problems his

group had in operating an activity designed "to get the kids off the street" you felt some progress was being made. At the same time, the representative from the police precinct heard it also, and promised cooperation in the future.

During the year, several gangs have been found operating in the area, and the area board works closely with the roving leader from the Recreation Department to control these groups, provide adult supervision, and redirect them into socially acceptable activities.

There have been an increasing number of Youth Aid referrals—boys who have been involved in some questionable activity, but whose offense was not serious enough for juvenile court action. After the staff representative evaluates the situation, the boy and his parents are referred to a social agency if this is indicated, or, and more often, a member of the area board is told of the boy's difficulty and takes an active, personal interest in the situation. This approach has a twofold effect—the boy knows someone is interested and someone cares about him, while the parents are very much aware the community is concerned about their parental responsibilities.

One activity of this board cannot be given wide publicity. The board learned of the formation of a "fighting gang" in the area—boys who formed a gang for the sole purpose of fighting other groups. The roving leader was contacted and this group has been redirected into a group with socially acceptable goals and adult supervision. While many of the boys had been known to Youth Aid for individual offenses and all were having difficulty at school, the board and the roving leader were able to prevent any group delinquency. At the same time, the parents of these boys were contacted and invited to a meeting where they were informed of their sons' activities, and asked what "can we do together" to make this a better community. The parents were very much concerned and gratified that someone was interested in helping them with their problems, and have asked for further meetings. Most of these boys have younger brothers and sisters. Who can measure the effects of this project in controlling delinquency?

This project illustrates well two features of area board activities. First, coordination and cooperation on the area board level. Representatives of the schools, the Health Department, Recreation Department, Youth Aid, two area churches, and area residents planned and executed this activity. Secondly, because of the youth fitness concept, it was possible to call the parents together—not to reprimand them for shirking their parental responsibility and allowing their sons to drift into delinquent activities. Rather, the board invited them to take part in the attempt to make the community a healthier and happier place for their children.

Closely involved with all area board activity is the staff representative—the Youth Council advisor. They are the channel of communication between area boards—what worked effectively in one area might work well in another—and between the council and area boards, also. They provide the technical assistance needed, act as reference persons in planning social action programs, make contacts that board people cannot make during working hours, help assemble and interpret pertinent data—in short, they are there to help, in whatever way possible, the area board in their concern for youth. They attend all board and committee meetings of the boards for which they are responsible—for area boards are composed of volunteers, and like any group of volunteers, need continual encouragement, help in focusing activities, and approbation for their efforts. The staff person cannot "do for" the area boards—but must be there to "help do" when necessary.

The question is raised about duplication of services. When an area board sees a need, they look first to area and then to citywide organizations to meet the need. Only when existing organizations are unable to meet needs do they institute new programs. For example, we all know the school system and U.S. Employment Service are attempting to handle the school dropout situation through curriculum changes and extended employment opportunities. Changes in established routine and budgets are time consuming. Several area boards are developing programs to help the immediate situation, before the dropouts become delinquency statistics.

We admit there is a need for closer coordination and cooperation among public and private agencies on an administrative level. The Youth Council can only recommend, and it follows that progress in this area will be slow. However, as we have attempted to demonstrate, coordination and cooperation are an established facet of area board activity.

The members of the Youth Council did not ask to be paid for their services. They did not object when this item was deleted from the 1962 budget by the House. There is concern about the deletion of $37,500, which had been added to the budget when the youth fitness program was incorporated into Youth Council activity. This figure represents the salaries of five Youth Council advisers and one clerk. This would mean the number of staff persons working directly with area boards would be reduced from seven to two. At the present time, each of the seven is working with two, three, or four area boards. The three clerks now on the staff have difficulty keeping current with the present volume of work. Unless the $37,500 is restored to the budget, two people will be left to work with 22 area boards—a physical impossibility. The result would be the collapse of the volunteer programs now devised and executed by area boards, with staff guidance and direction. We feel these programs are doing a great deal to prevent and reduce delinquency, and without area board activity delinquency rates would be much higher. For this reason, we are asking for the restoration of $37,500 in the fiscal 1962 Youth Council budget. The total budget, as submitted, follows:

1962 budget

Personal services	$84,789
Travel:	
Tokens	300
Use of private auto	1,056
Trips to conferences, etc.	300
Postage	608
Printing and reproduction	1,500
Contractural services	407
Supplies and materials	761
Total	89,721

SUMMARY OF THE ATTACHED JUSTIFICATION FOR RESTORATION APPEAL FOR 1962 BUDGET OF THE COMMISSIONERS' YOUTH COUNCIL

To: The Board of Commissioners.
From: The Commissioners' Youth Council.

The House Appropriations Committee's cut of $37,500 in the Youth Council budget would reduce the number of council staff members working with area boards from seven to two. Since voluntary citizen membership on the 22 area boards is now 1,000 and is rapidly increasing, this is clearly insufficient staff to sustain any meaningful attack on juvenile delinquency on the neighborhood level.

The council staff now consists of 13 persons: an executive director, 2 supervisors (whose duties also include 1 area board each, managing the office and business matters, editing the Newsletter, and serving as secretary to council committees), 7 community organizers assigned to area boards, and 3 clerks. The cut made by the House committee was for the purpose of deleting the youth fitness program added to the council's responsibilities in 1958. There are six positions included in this proposed reduction. These positions are five of the seven community organizers and one secretary. Even if one of the supervisory positions were assigned to area board work, there would still be only three persons working with area boards.

The House committee apparently has a misconception of the Youth Council's work. We do not have any staff persons working just on youth fitness. The workers, assigned to two, three, or four area boards each, guide and support all programs of the boards assigned to them. Moreover, the council has always fostered the concept of "total fitness"—mental, physical, and moral. Hence the programs that could be labeled "youth fitness" and those that would have been established in any event to prevent delinquency cannot be distinguished from one another.

The Youth Council is now recognized nationally as an outstanding organization contributing significantly to delinquency control and prevention services. Its Newsletter now has circulation nationally through the Children's Bureau. Its unique feature has been its use of neighborhood volunteer services on an organized and systematic basis. This judicious use of voluntary services means that the District has had a dynamic and effective delinquency prorgam at a cost of less than $100,000 a year, which is ridiculously small compared with delin-

quency budgets in other large cities. (At the rate of the cost in the District, New York City's delinquency appropriation would be $920,000, instead of the $4 million now appropriated.)

The council is convinced that its method of utilizing voluntary services and involving grassroots participation is sound and economical. Pages 4 to 8 indicate program growth over the past 3 years and the extent of activity made possible through the employment of just one community organizer. The Youth Council's area boards have now developed a strong sense of neighborhood responsibility and strong feeling of identification with the District of Columbia government; but experience has shown that these boards cannot continue to be effective without adequate support from the professional workers on the council staff.

The delinquency prevention program of the Commissioners' Youth Council—whether it be so labeled or called a program to promote the total fitness of young people in the District—would be seriously jeopardized by this drastic reduction in staff. At a time when the President and Congress are urging national appropriations of millions of dollars to combat this serious, nationwide problem, it would seem incompatible to reduce the modest budget which makes possible a strong and promising grassroots program here in the District of Columbia.

Senator BYRD. The next witness is Mrs. Ernest Howard.

Mrs. Howard will direct her remarks to the policemen's and firemen's clinic.

Mrs. Howard.

POLICE AND FIREMEN'S CLINIC

STATEMENT OF MRS. ERNEST W. HOWARD

GENERAL STATEMENT

Mr. HOWARD. Thank you, Mr. Chairman.

I am Mrs. Ernest W. Howard, president of the Columbia Heights Citizens Association, which is affiliated with the Federation of Citizens Associations and the North Washington Council.

We can't tell you how earnestly we plead with you to restore to the budget the money for the policemen's and firemen's clinic. We don't know how to go into it, to think about the reasoning behind the fact that it was cut out. We couldn't believe this action, what with the need for police and firemen, the crisis in today's mode of living, when we need the help of the police and firemen so much, knowing risks that they take, and knowing what they have to go through with when they are ill or injured. We are of the opinion that if it were not so serious it would be laughable to think anyone should have the idea that these people should be sent immediately to District of Columbia General Hospital and set up against the wall while they wait for some student intern to come and take care of them. We can't understand that reasoning, but we do plead with you to restore that amount of money to operate the policemen's and firemen's clinic.

EFFECT ON MORALE

We feel if it isn't done that there will be a great drop in morale in the two departments, that there will be a great surge of retirements, and that it will also be hard to get the amount of police and firemen that we need.

So, we do urge you most emphatically to restore that to the budget.

Thank you so much.

Senator BYRD. Mrs. Howard, you have made a very fine presentation to the committee. You will be pleased to know that there is a

great deal of sympathetic understanding and support among the members of this subcommittee for this item.

Mrs. HOWARD. I felt sure of that.

Senator BYRD. There is a dearth of information in the House hearings concerning the item, and so for that reason particularly we have gone into the matter carefully.

Dr. Reed has testified, and very effectively, in behalf of the item, and I think we can be rather encouraged insofar as the sentiments of this committee are concerned. I don't think you would have any objection, however, to a study being made of the matter.

Mrs. HOWARD. No, I think it would be fine to make a study of the matter and also a study of why this cut was made, because I think you will find how much the clinic is needed. I always like to find out why does someone want to do such-and-such a thing. Then I think you will have the whole story.

So we feel it would be most interesting for you to make the study, and we feel that you will find a definite need of the clinic as we felt you would. Otherwise, we wouldn't be appearing here before you today.

Senator BYRD. Thank you, Mrs. Howard, for a very fine statement.

Mrs. HOWARD. Thank you.

FIREMEN'S ASSOCIATION, DISTRICT OF COLUMBIA

STATEMENT OF ALDEN C. KEFAUVER, JR., PRESIDENT

GENERAL STATEMENT

Senator BYRD. Mr. Alden C. Kefauver, Jr., is testifying in behalf of the police and firemen's clinic.

Mr. KEFAUVER. Mr. Chairman, my name is Alden C. Kefauver, president of the Firemen's Association, District of Columbia.

I have a statement here which endeavors to convey to the committee the need for the restoration of $241,000 to continue our service at the police and fire clinic.

Senator BYRD. The statement will be included in the record, Mr. Kefauver.

Mr. KEFAUVER. Fine, and I thank you for the opportunity to present our views. I agree with you the statement may not be read.

Senator BYRD. If you have anything more to say, please believe that you are requested to say it.

Mr. KEFAUVER. I appreciate that, Mr. Chairman.

As I say, our statement has endeavored to convey to your committee the need for our present clinic and its facilities. The morale of our Department as well as its physical being and the efficiency of the Department is dependent to a great degree on the clinic and its facilities, and we would urge you to the utmost that those funds be restored.

Senator BYRD. Are you a policeman or a fireman?

Mr. KEFAUVER. I am a lieutenant in the firemen's division, presently assigned to Engine No. 11 on Park Road.

Senator BYRD. Do you concur with the idea that it would be proper to proceed with a study of this matter?

Mr. KEFAUVER. Absolutely.

Senator BYRD. Do you feel that a transfer of the clinic to District of Columbia General Hospital would create a deterioration of morale among the members of the Police and Fire Departments?

Mr. KEFAUVER. Certainly, sir. As has been attested to before the committees in the House and Senate, the facilities of the District of Columbia General Hospital are now overcrowded and incapable of handling its present workload, and for us to contribute another 33 percent would be pretty near unthinkable.

Senator BYRD. How long have you been in the service?

Mr. KEFAUVER. This is my 19th year.

Senator BYRD. And what does your family think about this so-called insurance policy as it has been termed by some of your colleagues?

Mr. KEFAUVER. Well, my family is very confident of the type of treatment we receive. We could take all day to attest to the good our clinic has done. We presently have a brother fireman who was injured in a fire at Connecticut Avenue and Albemarle. He was burned over 50 percent of his body. Due to the facilities of our clinic, he is still receiving the best of care in a Georgetown hospital. He is in a private room. He is unable to have visitors, but his family, as well as the men in the Department, are confident that he is receiving the best of medical care, and that is what we strive to maintain.

Senator BYRD. Do you feel that the doctors at the clinic are genuinely interested in helping you and serving you and advising you, regarding your illnesses?

Mr. KEFAUVER. Certainly do, sir.

Senator BYRD. Thank you, Mr. Kefauver.

Mr. KEFAUVER. Thank you, Mr. Chairman, for the privilege of appearing before you.

Senator BYRD. Your statement will be included in the record.

Mr. KEFAUVER. Fine, sir.

(The statement referred to follows:)

STATEMENT ON RESTORATION OF FUNDS TO CONTINUE POLICE AND FIRE CLINIC, DISTRICT OF COLUMBIA, BY LT. ALDEN C. KEFAUVER, JR., PRESIDENT, FIREMEN'S ASSOCIATION, DISTRICT OF COLUMBIA, LOCAL 36, IAFF

I am here today to urge restoration of $241,000 in the District of Columbia appropriation bill with which to operate the Police and Fire Clinic. This sum was deleted from the 1962 budget by the House Appropriations Committee and was subsequently approved by the House of Representatives. $133,000 was deleted from the Fire Department budget, of which $103,000 was to finance the operation of the Board of Police and Fire Surgeons. $30,000 was for medical services, not provided within the structure or accommodations of the clinic; $108,000 was deleted from the Police Department budget which provided for medical services not provided within the accommodations of the clinic. These amounts total $241,000—the amount deleted.

The Police and Fire Clinic provides medical services to members of the District of Columbia Fire Department, Metropolitan Police Department, White House Police force and the U.S. Park Police—a total of about 4,000 men. In some cities, separate services are provided for each department, but in the District of Columbia where the problems are quite different—having the White House Police force and the U.S. Park Police in addition to the Metropolitan Police—it was decided years ago that the most effective and economical means of providing adequate medical care for these groups was to establish the Police and Fire Clinic under one roof and thus provide for all. This procedure has been in existence for nearly 100 years. The services provided by this clinic have been of the highest standard and it is a benefit which has been widely exploited in our recruitment program.

The very nature of the services required of firefighters—the protection of life and property under all kinds of conditions and weather—demands the utmost—physically as well as mentally. Our clinic not only provides care when members are injured or sick, but provides preventive medicine as well. For example,

because of their close contact and exposure to all segments of the public, members are given vaccine to immunize them against polio. Men of the Fire Department are frequently called on to combat brush fires where they are exposed to poison ivy—and quite often, severely. Members receive shots to provide immunity from poison ivy, which aids in reducing sick leave to a minimum and as a result increases the efficiency of the Department.

Firefighters are examined periodically to detect any physical defects in order that they may be corrected before developing to a point that would necessitate sick leave or possible retirement. I could go on much further concerning the services rendered by our clinic which increase the efficiency of our Department by keeping our city's firefighters physically fit through preventive care, and when ill or injured, providing prompt and effective treatment to reduce the amount of sick leave used by members.

The Fire Department of the District of Columbia is one of three fire departments of the whole United States rated class I by the National Board of Fire Underwriters. The other two departments are Detroit and San Francisco. Washington has enjoyed this enviable position for a period of 21 years, and in those 21 years, that class I rating has been directly responsible for saving the city countless thousands of dollars. The efficiency of the Department is further attested to by the 1960 per capita fire loss, which was but $2.89, compared to the national per capita figure of nearly $6. We feel there is more than passing relationship between this unusual rating and an effective medical care program such as is now in operation at our Police and Fire Clinic. This rating to which we refer is dependent on many factors, not the least of which is the performance and efficiency of the firefighters.

Here, we might compare our Department with that of the Armed Forces. When a marine or soldier is in combat, he is bolstered by the assurance of a medic close at hand to provide immediate first-aid, and in the case of serious wounds, is further assured of being taken immediately to an aid station or hospital where trained doctors, knowledgeable in the handling of battle-type wounds, are on hand to render the very best of attention. Knowing this, our marine or soldier is a more efficient fighting man, ready and willing to jeopardize his health and perhaps his life to carry out his assigned duties—knowing that in case of an accident or wound, he will be given the best possible care. Similarly, our firefighters are trained and disciplined to fight fire and to rescue persons with disregard for their own safety. Our men, too, have the assurance that in the case of injury, they will be given the very best of care by our Board of Police and Fire Surgeons, and thus, they perform their duties most efficiently.

Last year in the Fire Department there were 396 injuries to firefighters, of which 233 were connected with actual fire service and involved burns, cuts, smoke inhalations, foreign matter in eyes and other injuries. The injuries, as well as illnesses attributed to the service through exposure, accounted for a great number of visits to the doctors. Firefighters with back injuries such as slipped disks, etc., were given the services of the very best of surgeons and as a consequence, were returned to duty.

Physical requirement for appointment to the District of Columbia Fire Department are understandably high. In order to appoint 80 men, it required on the average the examination of 400 men. This in itself is a substantial workload on the Board of Police and Fire Surgeons. It is a source of pride that our physical requirements for appointment are high and we have continually strived to maintain that standard. At the present, our association has recommended that in addition to all other physical requirements, an agibility test be given all new applicants.

Under the proposal adopted by the House of Representatives, the District of Columbia Commissioners have been directed to abolish all but two of our doctor positions and make proper arrangements to provide such medical and surgical services as are deemed necessary for firefighters and police at District of Columbia General Hospital within the funds now appropriated for the hospital. The hospital is not adequately equipped—does not have the facilities, nor funds—will not have the funds—to handle this added workload. It has been stated that the hospital's present facilities are "overcrowded, outmoded and inefficient." There are not sufficient doctors trained and readily avaliable to handle such cases as police and firefighters present.

We cannot believe that the Congress, had they been fully advised and informed concerning all the circumstances of this move, would agree to imposing the heavy burden of the effective medical services now provided by the Police and Fire Clinic an an already overburdened city hospital and as a consequence, deprive the city's

indigent of even less medical care than the "less-than-adequate" care they now receive.

We sincerely hope the Congress will see fit in their judgment to restore the funds with which to continue the Board of Police and Fire Surgeons and the Police and Fire Clinic as it is now constituted—a service we feel is a contractual agreement with every member of the Police Department and Fire Department of our District of Columbia.

HEALTH DEPARTMENT

Senator BYRD. I will call the following four persons forward: Mrs. James Dawson, president of the board of directors, Washington Home for Incurables.

Mr. Arvin E. Upton, representative of the District of Columbia Health and Welfare Council.

Mrs. Barbara Luther, with the District of Columbia Mental Health Association.

Mrs. John Simonson, with the Public Health Advisory Council.

Is Mrs. Simonson present?

FROM THE FLOOR. Mr. Biddle, the chairman of the council, will give the statement, Mr. Chairman.

Senator BYRD. All right.

Let me see if I understood the lady correctly: Is this gentleman coming forward——

Mr. BIDDLE. Mr. Chairman, yes, I am Samuel Biddle, chairman of the Public Health Advisory Council.

Senator BYRD. All right.

Now we shall proceed.

Mrs. Dawson, would you like to begin?

WASHINGTON HOME FOR INCURABLES

STATEMENT BY MRS. JAMES DAWSON, PRESIDENT, BOARD OF MANAGERS

GENERAL STATEMENT

Mrs. DAWSON. Mr. Chairman and members of the committee, I am Mary Dawson, president of the board of managers of the Washington Home for Incurables, 3720 Upton Street NW., Washington.

The Home for Incurables wishes to request that an appropriation of $112,363, contained in the medical charities section of the District of Columbia budget, be approved by this committee.

This amount will provide hospital care for 35 patients, at $9.50 a day, which is our actual cost of care. This cost, we should like to point out, is considerably lower than the average cost for such care. At the present time, we have in the home 41 patients who have been certified as eligible for such care by the Medical Assistance Division. If our request is granted, we will be caring for six more patients than the appropriation covers.

Among the 180 patients in the Washington Home for Incurables, we have 28 with arthritis; 21 with cancer (including terminal cases); 34 with cardiac conditions; hypertensions, and arteriosclerosis; 9 with diabetes with other complications; 10 with multiple sclerosis; 15 with Parkinson's disease; and 37 who have suffered strokes. These are

conditions which touch almost every household, and will do so increasingly as our population grows older.

The Washington Home for Incurables, incorporated in 1889, was one of the early pioneers in the care of chronically ill and aged persons. These, as you know, are among the major health problems of the United States.

Only 33 of our patients are able to pay the full cost of care—$285 a month. Of the remaining 147, 7 pay nothing, 32 are Medical Assistance Division patients, and 108 pay what they can—from $10 to $260 a month. No patient has ever been turned away from the Washington Home for Incurables for financial reasons. In order to continue this policy in a time of increasing costs, we must make every possible effort to recover the cost of care of our patients.

The appropriation we have requested is, therefore, vital to us in meeting the cost of care of Medical Assistance Division patients. These patients represent 23 percent of our population. The appropriation requested is 18 percent of our budget for 1960.

Because our first grant from Congress was made in 1896, we are deeply grateful to you for your continuing help in all these past years. We are equally grateful for the serious consideration we feel sure you will give to our request for fiscal 1962.

Thank you for this opportunity to present our request for this appropriation under the medical charities section of the District of Columbia budget.

Senator BYRD. Mrs. Dawson, you have presented a very cogent and fine statement, and the committee thanks you for your testimony.

Mrs. DAWSON. Thank you very much, Senator Byrd.

Senator BYRD. Mr. Upton.

DISTRICT OF COLUMBIA HEALTH AND WELFARE COUNCIL

STATEMENT OF ARVIN E. UPTON, CHAIRMAN

GENERAL STATEMENT

Mr. UPTON. Thank you, Senator.

I would like to ask that my statement be included in the record.

Senator BYRD. Your statement will be included in the record.

Mr. UPTON. And if I may, I would like to talk a little bit about the committee hearings yesterday as reported in the Washington Post this morning.

Senator BYRD. All right.

Mr. UPTON. The principal purpose of our hearing was to support the Department of Welfare Appropriations, especially those portions which relate to conditions which we think create or perpetuate dependency.

Now, I don't see any reason for alarm that you have asked Mr. Shea, the Director of the Department of Welfare, to reexamine the various items that are included in the request of the Department before your committee.

I don't think welfare programs are any more sacrosanct than any other programs.

Many welfare programs which we have nowadays are 20 to 25 years old in their inception.

Some of the principles have not been reexamined for a period of time, and I think it is very healthy that these principles be reexamined and we discover whether or not they are still valid.

On the other hand, there are one or two aspects of the story as reported in the Washington Post which did puzzle me a bit.

In the first place, as far as the costs of the service are concerned, it seems to me inevitable that the costs of service are going to rise just as the cost of everything else has risen during the past 10, 15, and 20 years.

Now, part of the reason, I would suspect for the additional costs——

Senator BYRD. You are not implying that the cost of living increase has kept pace with the increase of this particular item, are you?

Mr. UPTON. I have made no exact comparison, but there has certainly been an increase in the cost of living, Senator. Whether or not it is comparable with the increase in this item, I have no idea, but I am not saying how much increase in cost one can expect. I am simply saying that one can expect some increase in costs.

Another consideration is that one of the reasons why the cost may have been so low originally was that these programs were not properly staffed and did not have really competent people to manage them at the time.

Senator BYRD. You think that an investigator should be required to have a college degree?

Mr. UPTON. I do, yes, sir.

QUALIFICATIONS OF INVESTIGATOR

Senator BYRD. Don't you think that an investigator with a high school education could be brought in and trained for a while and that this would constitute a saving to the Department? Don't you think that possibly four investigators could be employed for what it now costs the Department to employ three investigators?

Mr. UPTON. Senator, I would have to say it would depend upon the type of program involved. If you have a very simple—the simplest possible relief type program, where there were no other considerations involved, other than the mere giving of relief to the family, as to whether or not its economic status is such as to entitle it to relief, I would suppose that someone with a high school education could qualify, but I would doubt that most of the situations that arise are that simple, and so I have some feeling that a college education is required.

Senator BYRD. You are aware of the fact that the director for the State Department of Public Welfare in West Virginia testified yesterday and indicated that investigators in West Virginia are required only to have a high school education?

Mr. UPTON. I read that in the Washington Post this morning, yes, sir.

I had a little experience in social work once myself in Kentucky.

Senator BYRD. What has been your experience, Mr. Upton? Suppose you give us some information concerning your background. It may be in the written statement, but suppose you state it for the committee.

Mr. UPTON. I would be very happy to, Senator.

I am a lawyer in private law practice. I am a Washington partner of the firm of Le Boef, Lamb & Leiby. Before entering law practice, I was Deputy General Counsel of the Air Force when Mr. Finletter was Air Force Secretary during the Truman administration.

I am now chairman of the District of Columbia Health and Welfare Council and have been for the past year. I am previously the first general counsel of the Health and Welfare Council of the national metropolitan area.

For a couple of years, in Kentucky, where I grew up, when I ran out of money in law school, I worked for 3 years as a social worker. I was not a qualified social worker. I had to learn a lot about it. I didn't learn enough about it, and the reason that I was not qualified makes me have some doubt as to whether or not other people who are not qualified can do the job also. I had a college education at that time.

Senator BYRD. You would not imply that the investigators in West Virginia who have only a high school education are not qualified, would you?

Mr. UPTON. I am not addressing myself to West Virginia, Senator, which I know nothing about. I am addressing myself to the purely formal question of the education of the investigators, whether it is West Virginia or the District of Columbia or Arizona. It doesn't seem to me to make much difference.

Senator BYRD. I think you indicated that you would question the capability, perhaps not in these exact words, but I think you just said in essence that you would question the capability of an individual who only had a high school education to carry out the functions of the investigative processes.

Mr. UPTON. That is correct, sir.

Senator BYRD. I would like to say to you that I am not a social worker.

Mr. UPTON. I am not either.

Senator BYRD. But I certainly disagree with you in that regard.

Mr. UPTON. I appreciate that, Senator.

Senator BYRD. I feel that the Welfare Department here in the District of Columbia might take a step forward in improving the present bad situation if it would give consideration to employing persons with a high school education for the investigative work. I am not talking about the social worker. I am talking about the investigative staff.

Mr. UPTON. Senator, I want to make one thing clear, and that is, as I started out, I did not disagree categorically with the idea. I said it would depend upon the type of program involved.

Senator BYRD. It would seem to me that the Department would be able to employ more investigators, certainly at no more cost, that they could do just as good a job and perhaps in some instances a better job from a practical standpoint, and it might result in a saving and a cutting down of this burgeoning caseload.

Mr. UPTON. Senator, I am sure you have studied these problems more than I, while I respect your opinion, I am sorry to say I also respectfully disagree with it.

Senator BYRD. You have a right to disagree, Mr. Upton, and you will pardon me for interrupting you.

Mr. UPTON. I think I have said really all I ought to say in the short period of time allowed to me.

Senator BYRD. I don't want the people in the audience or the witnesses to get the idea that the committee intends to be unkind in its efforts to proceed expeditiously with the hearings today.

COST-OF-LIVING INDEX

For your information, Mr. Upton, the following figures on the cost-of-living index would be pertinent at this point, I think, with the period 1947–49 being 100 percent—as of June 1961, the cost-of-living increase was 27.6 percent over the 1947–49 period.

INCREASES IN PUBLIC WELFARE APPROPRIATIONS

During this same period, the increase in the appropriation for public welfare in the District of Columbia has amounted to approximately 300 percent. So there is quite a substantial difference.

Mr. UPTON. May I ask you a clarifying question on that, Senator?

Senator BYRD. Yes, indeed.

Mr. UPTON. Is that cost administrative cost only or is that the total cost, including the amount of money given to the recipients?

Senator BYRD. That is the total.

Mr. UPTON. That is the total, 300 percent.

Of course, I don't know whether either extreme is true. I expect to some extent the increase is the result of the low point at which the thing began sometime in the past when you did not have adequate staff and you did not have adequate programs and most of the public welfare people now say, and I am in no position to agree or disagree with this, that these present programs are not adequate, but it is very interesting.

Senator BYRD. It is interesting to note that the House subcommittee expressed concern 10 years ago, at the time when this appropriation only amounted to a little over $3 million for the Welfare Department. The committee at that time expressed concern at the increasing cost of this program, and particularly alluded to the difficult fiscal situation confronting the District of Columbia at that time.

Through the years there has been a great deal of talk and a lot of expressions of concern because of the increasing amounts requested year after year for this item, and there seems to be very little evidence as to anything having been done about it.

The appropriation for this Department has doubled in the last 6 years. It increased 100 percent in the last 6 years. You have attempted to make the point that an increase for this program could be justified to some extent.

I have the impression that you sought to justify it to a greater extent than it merits on the cost-of-living increase. We understand that it costs more to operate all of these agencies today than it did yesterday, or the year before, or 10 years ago, but there seems to be something wrong—if not something wrong, there is something that apparently isn't right in this program. This committee is just as sympathetic as is any witness or any individual in this room, or in this city, with those persons who are in need. We want adequate money to be appropriated, but we are not going to be governed by emotions.

Mr. UPTON. I hope not, sir.

Senator BYRD. We are going into this item pretty thoroughly tomorrow, and if it takes longer, we will take longer, and I can assure you that this committee is going to shoulder its responsibility in a very serious way in connection with this item. We are not going to be prone to condone the continuing abuse of the program rumored to exist.

This country is perhaps in its most critical moment of history. We are being called upon, and properly so, to increase our defense budget. And if we don't meet the challenge of this decade and the decade that is to follow, I am very fearful that our people, recipients of welfare as well as those who are not recipients are going to suffer.

So, Mr. Upton, I just want to put you at ease insofar as you are concerned about anything you read in the press which might leave you with the impression that we have our axes sharpened and that we are unsympathetic with the welfare program. But I also want to say that I think some savings can be instituted in this program, savings which will not cause innocent people to suffer, but savings which may disappoint some of the people who like to take unfair advantage.

I realize in saying this that we always have the full committee; we have the Senate; and we have the other body to convince. But, too long, in my opinion, has there been an expression of concern and with no results. There may not be any results in this instance, but it will not be for lack of genuine diligence and an intention to see if the request does constitute the absolute bottom dollar necessary and justified.

Mr. UPTON. May I say just one more thing, Senator: First of all, I think I am quite clear in saying that I did not say anything that attacked either the diligence or the sympathy of this committee so far as its attitude is concerned.

Senator BYRD. Not at all.

Mr. UPTON. But I do want to point this out: These programs are costly. Any program, defense programs, whether missile programs, space programs, atomic programs, they are all costly, and to get qualified personnel to run these programs is also a costly business.

Now, it may be that, as you suggest, for some of these investigative jobs, a high level of education is not required, but I do know from the experience in our own agency that I don't think we are paying the salaries that we ought to pay in our private undertakings to get the kind of qualified people we need.

In the long run, from the standpoint of honesty and efficiency and the capabilities with which any program is run, it always comes down to that thing. If you have got good people and you pay them a decent price for the work they do, then they are likely to do an honest, efficient, capable job; and if you don't have them, they won't. There is nothing that can substitute for it.

DECREASE IN POPULATION

Senator BYRD. Well, Mr. Upton, the population in this great city has decreased in the past 10 years. This item constitutes the greatest single item in the budget, and I am including the Health Department with this item. I am constrained to believe that it bears a lot of scrutiny and it is going to get a good, close look.

We thank you again for your statement.

Mr. UPTON. Thank you very much, Senator.
(The statement referred to follows:)

STATEMENT OF ARVIN E. UPTON, CHAIRMAN, DISTRICT OF COLUMBIA HEALTH AND WELFARE COUNCIL

My name is Arvin E. Upton. I am chairman of the District of Columbia Health and Welfare Council, a unit of the Health and Welfare Council of the National Capital area.

Our group, which has no governmental sponsorship, performs three functions:

First, by voluntary agreement of the agencies involved we exercise budget controls—similar in concept to those exercised by the Federal Bureau of the Budget—for local private health and welfare agencies; and then, after determining their total budgetary needs, we seek funds from the United Givers Fund for these agencies and distribute the funds to them.

Second, we help the financially supported agencies and other agencies in the community, public and private, to plan their operations so that the limited welfare dollar may be uesd most effectively.

Third, we evaluate welfare needs and problems in the community and make studies and recommendations from time to time on how they might be solved by public or private action.

From what I have said it will be obvious that we are especially interested in that portion of the District of Columbia appropriation which involves the Department of Public Welfare. We are in almost daily contact with that Department. We work closely with it. We believe that we understand its needs. Today we want to emphasize our strong support for requests of that Department which relate to dependency. Total 1962 budget request for the Department of Public Welfare was $22,116,000. Included in this budget for dependency (aid to dependent children, Junior Village, child welfare) was $8,679,146; $299,500 of the total budget was cut by the House Appropriations Committee; $85,244 is the amount that was cut in the dependency request; $158,200 is the amount (of the $299,500) the Department of Public Welfare is requesting that the Senate restore. This money would be used for three main purposes. First of all, the staffing and other facilities at Junior Village—now notoriously and critically overcrowded—would be improved. Specifically, the Department has requested an increase in the daily food cost from 60 to 63 cents and the addition of 131 new positions to staff 3 new buildings expected to be in operation by the beginning of next year. Also, three counsellors would be added to the staff.

The improvement of the facilities at Junior Village, though extremely important, is not, of course, a complete answer, and from the standpoint of the children involved is not even a satisfactory answer, to the problem of dependency. In recognition of this truth the Department of Public Welfare has asked for an increase in board rates (from $60 to $70 per month) for foster homes and voluntary institutions so that more children can be brought up in a homelike environment rather than at Junior Village. In addition, the Department has also asked for $50,000 to provide special services to approximately 300 families in the Northwest urban renewal area. All of these families receive public assistance. It is very shortsighted to provide public assistance for them without making any attempt to understand their problems and, if possible, to find training opportunities which will permit them to support themselves. The money requested by the Department of Welfare would help achieve this objective and we strongly urge that it not be deleted from the appropriation bill.

In concentrating my testimony on certain aspects of the Department of Public Welfare's requests, I do not mean to imply that we are not equally familiar with, and enthusiastic about, the fine work done by the Department of Public Health. In the time available I can only urge special attention to the requests of that Department which emphasize preventive health programs. These programs, if successfully carried out, will further aid in reducing the burden of dependency in the District and thus in the eventual reduction of the medical care budget. And so these programs have our full support.

We appreciate the opportunity to make this statement.

DISTRICT OF COLUMBIA ASSOCIATION FOR MENTAL HEALTH

STATEMENT OF MRS. BARBARA LUTHER, EXECUTIVE DIRECTOR

GENERAL STATEMENT

Senator BYRD. Mrs. Barbara Luther.

Mrs. LUTHER. I am Barbara Luther, executive director of the District of Columbia Association for Mental Health. Our first purpose is to improve the care and treatment of the mentally ill. Speaking for our 3,000 members, I thank you for the opportunity to appear before this committee.

As you know, it was not long ago when the mentally ill were clapped into institutions and abandoned as hopeless.

Times and attitudes have changed, but not enough. Right now there are hundreds of people in St. Elizabeths Hospital abandoned by their families and, to all intents and purposes, by the community.

It is well known that many of the mentally ill respond to treatment and can be restored to normal life. This means a potential saving of thousands of lives and dollars. Yet we fail to act on this significant fact with the determination it merits.

Consequently, today, we want to emphasize rehabilitation of the mentally ill. Our association has had a recent experience we think will interest you.

The greatest problem in rehabilitating ex-mental patients is to find jobs for them when they are ready to return to work. Ignorance and prejudice affect their chances more than any other of the handicapped.

JOB OPPORTUNITIES COMMITTEE

Last year, the District of Columbia Department of Vocational Rehabilitation requested an industrial placement officer to find job sources for all the handicapped. This position was disallowed. Therefore, our association set up a job opportunities committee to do what volunteers could to find jobs for ex-mental patients. We circulated among some of our members the qualifications of 10 people who were ready to leave St. Elizabeths if they had a job. Three were placed in what we were told was record time.

What struck us about the experience was this: If our small effort could reduce the city's annual expenses by $9,427.95, the cost of hospitalization for three people, and add to the employment rolls three wage earners and taxpayers at a total of $7,280 per year, how shortsighted it appeared not to have allowed the industrial placement officer. How shortsighted it appears not to increase every kind of rehabilitation effort.

When we appeared before the House subcommittee, we urged addition of the industrial placement office position. The House committee recommended it, and it is included in the bill as passed by the House, for which we are very grateful. We hope you will concur with this action and approve the item also.

We have recounted this experience as an example of how much is to be gained by rehabilitation and to substantiate our earnest support of other rehabilitation items requested. These include staff and supplies for the Psychiatric Rehabilitation Service at District of Columbia General Hospital; continuation of the home-finding program for

dischargeable St. Elizabeths patients; and the aftercare service for discharged patients at the Adult Mental Health Clinic.

COUNSELORS FOR ELEMENTARY SCHOOLS

Before concluding we should like to comment on the request for 10 counselors for elementary schools which was denied in the House on grounds which are not entirely clear to us.

In 1960, 7,382 District of Columbia public school children were referred to special services for psychological study. This leads us to believe observers who state there are two or three disturbed children in every classroom in this city. It is axiomatic that many children get diagnosed, but few get treated. The counselors were requested in an attempt to provide a measure of treatment and prevention.

There are other approaches to the problem. For instance, we could relieve the teachers of some of their clerical duties so that they would have more time to pay attention to the needs of the individual child.

SOUTHEAST MENTAL HYGIENE CLINIC

But the real answer is more mental health treatment facilities for children. The Southeast Mental Hygiene Clinic is an essential agency but the amount allowed by the House does not permit its establishment. We ask the Senate to restore these funds.

Many other items in the budget affect the mental health of the people, especially the children, and should be provided; for example, the improvements at Junior Village.

We know you share our concern for the mentally ill. We share yours for Washington's financial condition. It may be that our budget increases every year not only because of the growth of the city but because we do not get at the heart of our problems and are constantly paying for past neglect. Continuing neglect will breed continuing future costs. A comparatively small investment now for the items we have mentioned will pay us dividends.

Senator BYRD. Thank you, Mrs. Luther.

Mrs. Mizen will read into the record a paragraph of one of the latest newsletters of your association.

Mrs. LUTHER. Thank you very much.

Mrs. MIZEN. This has to do with Mrs. Luther's statement about job finding.

Last winter, when we sent you—

that is the members of the District of Columbia Mental Health Association—

a similar memo about 10 previous jobseekers, you helped to place three of them in record time. Aside from human considerations, you saved the District government $9,427.95 annually in hospital bills, and added to the employment rolls three wage earners and taxpayers at $7,280 a year.

Which is quite a contribution.

Senator BYRD. Thank you, Mrs. Mizen.

Mrs. LUTHER. Thank you.

Senator BYRD. Mr. Biddle, would you state your name again, please, for the record?

DISTRICT OF COLUMBIA PUBLIC HEALTH ADVISORY COUNCIL

STATEMENT OF SAMUEL BIDDLE, CHAIRMAN

GENERAL STATEMENT

Mr. BIDDLE. I am Samuel Biddle, chairman of the District of Columbia Public Health Advisory Council. Ours is a voluntary citizens' group, appointed by the District of Columbia Commissioners to serve in an advisory capacity on matters having to do with public health.

The council has submitted a statement to you which I shall not read. I have no comment. I think the statement is succinct and describes exactly what we are getting at and in the interest of clarity and brevity, I will be glad to answer any questions you might have.

Senator BYRD. Mr. Biddle, I do not have any questions. Your statement will be inserted in the record. The committee wishes to thank you for taking time to prepare the statement and for coming before the committee. I am sure that your testimony will be helpful.

Mr. BIDDLE. Thank you, Mr. Chairman.

I might interject or call the committee's attention to one sentence in here, and that is that our council is very much impressed and commends this committee for its sympathetic attitude towards Federal responsibilities in the District of Columbia fiscal affairs. Believe, me, that has meant a lot to us as citizens of the District of Columbia.

Thank you, Mr. Chairman, very much.

Senator BYRD. Thank you very much.

(The statement referred to follows:)

STATEMENT OF SAMUEL BIDDLE, CHAIRMAN, PUBLIC HEALTH ADVISORY COUNCIL

Mr. Chairman, members of the committee, I am Samuel Biddle, Chairman of the District of Columbia Public Health Advisory Council. Ours is a voluntary citizens' group, appointed by the District of Columbia Commissioners to serve in an advisory capacity on matters having to do with public health.

The Council endorses the appeal submitted by the Department of Public Health for the restoration of the Northwest urban renewal project. This is for 17 positions for a total of $131,000, which reflects the health aspects of the total urban renewal program in the Northwest for the District of Columbia government. I am sure that it has been pointed out to the committee that this area of the city has the lowest level of health of any in the community. The high incidences in this area of tuberculosis, venereal disease, and infant mortality are evidence of the extreme need for additional concentration of health facilities in this area. These health problems are, of course, only a part of the total picture, which is also reflected in the poor housing, relatively higher incidence of crime, and the large number of welfare recipients in this area.

The Council notes with regret that certain projects, which it considers vital, could not be included in the above appeal: (1) District of Columbia General Hospital—central core construction, (2) infant and preschool services, and (3) regional preventive mental health services. The need for the physical rehabilitation of District of Columbia General Hospital has been well documented by consultants and by the health advisory councils that have studied this problem, and need not be detailed here. While considerable progress has been made in the past 3 years to improve the health facilities to care for the infant and preschool child and the mental health problems of the community, the District was so woefully inadequate that a great deal of expansion is required in both of these areas. We are bringing these projects to the attention of the committee for the purpose of their very careful consideration for the 1963 requests.

The Council commends this committee for its sympathetic attitude toward Federal responsibilities in District of Columbia fiscal affairs.

Unless you, Mr. Chairman, or any members of the committee, have questions, I wish to thank you for this opportunity to state the views of the Council.

Senator BYRD. Would the following persons come forward, please?
The Reverend William Bishop.
The Reverend Andrew Fowler.
Aloysius Briscoe.
The Reverend Eugene Farrell.
Mrs. Patsy Allen.
Mr. Gordon Belt.
Mrs. M. B. Trotter
Is everyone here?
Is the Reverend Mr. Bishop here?
Mr. JOHNSON. I am in Reverend Bishop's place.
Senator BYRD. Is the Reverend Mr. Fowler here?
[No response.]
Mr. JOHNSON. He is not here.
Senator BYRD. I thought someone was missing. So that accounts for it.
Did you say you were in Mr. Bishop's place?

CAPITOL VIEW LIBRARY

STATEMENT OF HAROLD G. JOHNSON, DIRECTOR OF RELIGIOUS EDUCATION, HUGHES METHODIST CHURCH

GENERAL STATEMENT

Mr. JOHNSON. I am the Reverend Harold Johnson.
Senator BYRD. All right.
Do you have a prepared statement and how long is it?
Mr. JOHNSON. Yes, it is one page.
Senator BYRD. You may proceed.
Mr. JOHNSON. I am Rev. Harold G. Johnson, director of religious education for Hughes Methodist Church, 53d at Ames Street NE., testifying instead of the minister, Rev. William E. Bishop, in regard to the construction of a branch library.

I would like to preface this by saying two persons here at the table will give the statistical background to the report. I am speaking on behalf of our church community.

Our community is in need of library facilities now to insure the total enrichment of its life.

The 50,000 volumes which would stock a library of the size needed and comparable with libraries existing now represent a storehouse of wealth.

Parents and young people of our community must have the convenience which cannot be provided by the bookmobile which caters solely to children. The parents and young people of this community represent the bulwark of the growing District of Columbia citizenry. Our cultural level can only be sustained and enriched if each section of our city has the tools for its own betterment. Books are that betterment.

The congested center of our community must have the enlightenment of good books made available. Only by exposure to the literary classics, only by accidental and intentional contact with new horizons can cultural levels and tastes be raised. The 6-year prospectus for library construction within the framework of the District public works

program emphasizes the urgency of our plea for construction this year.

The funds needed for this construction are investments in human lives, both long range and immediate. Economy in the human element cannot be measured as precisely as economy in dollar values. We must feed the spiritual and cultural nature of our citizens for the growth of the beauty of mind and body. The picturesque monumental Washington, Capital of the Nation, must have a citizenry to match.

Senator BYRD. Thank you very much for a fine statement.

The House disallowed this item, did it not?

Mr. JOHNSON. They appropriated, I believe, funds for the planning and for the architectural work and purchase of a site, but construction was not in that money.

Senator BYRD. They appropriated $35,000?

Mr. JOHNSON. I believe that is true.

Senator BYRD. All right.

I believe the next person in the order called—is it Mr. Briscoe?

Mr. BRISCOE. Yes.

EAST CAPITOL RESIDENT COUNCIL

STATEMENT OF ALOYSIUS BRISCOE, PRESIDENT

GENERAL STATEMENT

Mr. BRISCOE. Good morning, Mr. Chairman and members of the Senate Appropriations Committee.

Senator BYRD. Do you have a prepared statement?

Mr. BRISCOE. Yes, I do.

Senator BYRD. How long is it?

Mr. BRISCOE. A page.

Senator BYRD. You may proceed.

Mr. BRISCOE. Good morning, Mr. Chairman and members of the Senate Appropriations Committee, my name is Aloysius Briscoe, president of the East Capitol Resident Council. Mr. Chairman, as you and many of your members of your committee know, education is the backbone of America. Without it my community, city, and the Nation will be at a great loss.

Our children cannot learn on a full-time basis, much less on a part-time basis. I was a victim of part-time schooling. I know how this loss of educational opportunity has held me back in trying to earn a decent living for my family. We need all the education we can get to have a place in society today.

In my community we have a population of over 3,000 children, without the necessary full-time schools, recreational centers, including swimming pools, and libraries, and we are unable to help these children. These 3,000 children I am talking about are limited to the property where I live and not the community at large. We would like for your committee to give this situation a very close look and put back the money in the budget so we can have these things for our children.

We need the school at 53d and C Streets SE, the Capitol View branch swimming pool, and the Capitol View library, for the far northeast.

Thank you, Mr. Chairman.

Senator BYRD. Thank you, Mr. Briscoe. You can be sure the committee will give careful consideration to your statement.

The Reverend Eugene Farrell.

CAPITAL VIEW LIBRARY

STATEMENT OF REV. EUGENE J. FARRELL, S.S.J., ASSISTANT PASTOR OF ST. LUKE'S CATHOLIC CHURCH

GENERAL STATEMENT

Senator BYRD. Do you have a prepared statement?

Father FARRELL. I do.

Senator BYRD. Are you going to read it?

Father FARRELL. I will skip the preamble and give the reasons for the library at the present time.

Senator BYRD. Your statement is only two pages long; you do not need to skip.

Father FARRELL. St. Luke's is located in the Capitol View area. The number of Catholics in St. Luke's Parish is 3,958. Of this number 1,898 are children. There is no school at St. Luke's. Most of our children attend the public schools in the District.

My job along with the pastor is to provide for the spiritual needs of the people of St. Luke's. In particular I am in charge of our Sunday school or school of religion. This is a full-time job leaving very little free time to initiate or to actively participate in civic or community programs Yet whenever such a program or project has been initiated and I believe it to be worthwhile, I am ready to support it and help in any way, without neglecting my first responsibility.

This is more than a worthwhile project. It is a necessary one. We need a library and we need it now. The reasons:

1. Too many of our children are years behind in their reading ability and capacity. It is tragic to see second grade boys and girls able to memorize but unable to read a simple sentence as "God is the Creator of heaven and earth." A library alone will not correct this. But a library will serve as a premium, a stimulant, and an encouragement to read. Its very presence will demonstrate the value and importance of reading. And our children need this demonstration.

2. Too many of our children who can read and who want to read cannot find the quiet and peace they need at home to read intelligently and reflectively. Many of our children come from low-cost housing where the family just about makes ends meet. Many of our children come from homes which are broken or which are breaking up. These children need every help that we can give them. One thing they do need is a reading room that only a library can provide. These boys and girls need a large, comfortable reading room, one where they can study and do their homework without inside TV noises and outside traffic to disturb their work, a place where during the school year and during the summer they can escape from the problems of home and the neighborhood to further their own knowledge or to enjoy a good biography or novel.

BOOKMOBILE SERVICE

3. Too many of our children who can read and who will read in spite of all difficulties are forced to stand in line at a fixed hour on a fixed day to see if the bookmobile contains the book they want. Yet even in spite of this inconvenience the bookmobile stop for Capitol View was so heavy that it was necessary to establish another stop in the neighborhood. I am told that these two stops had a combined circulation of 42,945 books for the fiscal year 1961 and was the highest for any area in the city. I myself have seen the children standing in line waiting to enter the bookmobile. That line was a hundred feet long.

4. Too many of our teenagers receive no incentive from home and certainly none from the drugstore display to read good books. A library will certainly not create an appetite for good reading in all of them nor, unfortunately, even in most of them. But it must cultivate a taste for good reading in some of them who would otherwise never read or who would easily drift into dangerous reading.

5. Too many of our students when they have the urge to read or the inspiration to supplement their studies or the time to do some research, have no reasonably available center in which to do this work.

6. Students from Howard University, Baptist, Methodist, and Catholic, have come to me seeking advice and reference on the Bible and its literary characteristics because of an assignment that had been given to them. On each occasion I would provide them with a general outline plus a couple of books from my own library. I am always happy and flattered to provide the general answer but I would prefer to direct them to some nearby source where they may obtain the necessary books and references.

A library is needed in this area and if the funds are in any way available the construction of that library should begin immediately.

Basically the reason is this: We are too many years behind. We cannot afford to lose another year; we have lost too many already.

Senator BYRD. Thank you very much for your fine statement.

Mrs. Patsy Allen.

MARSHALL HEIGHTS CIVIC ASSOCIATION

STATEMENT OF PATSY L. ALLEN, PRESIDENT

GENERAL STATEMENT

Mrs. ALLEN. My name is Patsy L. Allen. Request is being made for the restoration of $422,000 for the construction of Capitol View Branch Library. It is very essential that this restoration is made. It would very advantageously serve the community of Marshall Heights and the adjoining communities around Capitol View.

Plans are already intact to build 230 units East Gate low-rent housing for large, low-income families. It has been estimated to bring about 6,500 more children, senior high, junior high, and public school ages. If the Government had built units to house these large families, it is a reasonable fact that these parents would not have had funds for the children to go to and from the library out of the area in which they live.

This is a plausible reason that the $422,000 should be restored back to the budget. This library will do much to advance the education of our children, literally, morally, and spiritually. It would serve as a lighthouse of knowledge in these communities to all ages and professional people. When people begin to acquire knowledge, it breaks up the depth inside of them. They would begin to conduct their lives accordingly.

Juvenile delinquency would be curbed considerably. At the library they would be able to secure the proper kind of literature to read. Lives of many children would be saved from traffic deaths. "An idle mind is the Devil's workshop." This library would give them something to do whenever they have leisure time off from school. Reading will occupy their eager minds and give them something solid to think about.

When the educational structure of our children is being delayed, we would not be wise fathers, mothers, pastors, and civic leaders to hold our peace. As citizens of these United States, we are entitled to these services.

I thank you.

Senator BYRD. Thank you for a very fine statement.

Mr. Conrad Belt, would you please proceed.

CAPITOL VIEW JUNIOR CITIZENS ASSOCIATION

STATEMENT OF CONRAD BELT, REPRESENTATIVE

GENERAL STATEMENT

Mr. BELT. My name is Conrad Belt, I am a representative of the Capitol View Junior Citizens Association.

The need for a branch library in the Capitol View area is self-evident. This is one of the most heavily populated sectors of the city. The great number of low-income persons with large families makes education a major concern; for it is mainly through education that the children of this area can be reached and helped. It is apparent that they desire such help. In fiscal year 1961 there were 42,945 books circulated through only two bookmobiles. Whereas, bookmobiles are helpful in solving the problem, they could not be nearly so effective as a branch library.

The lack of such a library works a double hardship on those students in the junior and the senior high schools. Often such students have need of specific texts, reference books, or periodicals. It is not possible to obtain these types of informational references through the bookmobile. Too, it is often necessary to wait anywhere from 5 days to a week to obtain a specific text.

Reference books are essential to school work in the higher grades. Since good reference books, such as the Encyclopaedia Britannica, are so very expensive, most families simply cannot afford them. Students in such situations are often discouraged by these blocks to their education.

Often assignments remain undone because of the lack of adequate materials with which to do the work and a suitable place in which their work can be done. In this way a great amount of talent is lost each year—not because the students do not want to learn—but because their environment is not conducive to learning.

We must also consider the results of delaying appropriation simply because of pecuniary reasons: Since the testing of the ground and completion of plans are tentatively set for February 15, 1962, and construction for April 1, 1962, deferring the appropriation until fiscal year 1963 will mean many months of valuable working time wasted. It will also mean further delays possibly because of inclement weather.

It is with these facts in mind that we, with the greatest sincerity, implore you to appropriate the necessary funds before Congress adjourns.

Senaor BYRD. You made a very persuasive statement.

How old are you?

Mr. BELT. Sixteen years old.

Senator BYRD. I think you have done a fine job. You have made a good statement and the committee appreciates very much your presentation of the statement.

Mr. BELT. Thank you.

Senator BYRD. The next witness is Mrs. Maggie B. Trotter.

CAPITOL VIEW LIBRARY COMMITTEE

STATEMENT OF MAGGIE B. TROTTER, CHAIRMAN, ACCOMPANIED BY FRANCEL MARIE TROTTER

GENERAL STATEMENT

Mrs. TROTTER. Honorable Chairman and members of the Senate Subcommittee on District of Columbia Appropriations, ladies and gentlemen, I am Mrs. Maggie B. Trotter of the Capitol View Civic Association of the District of Columbia, Mr. John C. Lormans, president. I represent this organization of 500-plus members as well as residents of neighboring associations, not otherwise represented here today.

My statement will take about 4 minutes and I have asked for an extension of about 1½ minutes for the presentation of a letter from the children of Capitol View.

Senator BYRD. All right, Mrs. Trotter.

REQUEST FOR RESTORATION OF FUNDS FOR CAPITOL VIEW LIBRARY

Mrs. TROTTER. I have been requested to ask this committee for the restoration of $422,000 needed for the construction of the Capitol View branch library.

The District of Columbia Commissioners are in favor of this project but apparently have not requested the restoration of these funds because of their overall headaches in regard to the District of Columbia budget and also since these funds were denied in June by the House Subcommittee on District of Columbia Appropriations. That committee, however, gave as its reason for denying these funds the fact that the site had not yet been acquired. Please bear in mind that delay in buying the site was due to the difficulty of financing the 1961 second supplemental appropriations. However, since the hearing before the House subcommittee, we know that the District of Columbia Budget Office has advised the Administrative Services

Office, District of Columbia, that funds are available for purchase of the Capitol View site and to proceed immediately.

This branch library is needed to service areas known as Capitol View, Northeast Boundary, Marshall Heights, and a large segment of Deanwood. This area has had a tremendous population growth which in recent years has been mostly of low income families housed in public housing with little money for their necessities. Only a bookmobile serves them now and this quite inadequately.

IMPORTANCE OF NEIGHBORHOOD LIBRARIES

We favor big center libraries for teachers and scholars but we feel strongly that neighborhood libraries are most important, where all residents can enjoy these services, especially when teachers and parents are trying early to establish the reading habits in their children.

Whereas we do not wish to appear ungrateful for the funds for plans as allocated by the House subcommittee, we feel it a necessity to point out to you our very specific reasons why contribution funds should be provided in the 1962 budget. The reasons are as follows:

1. If funds are approved now, actual construction can proceed around March 1962, since unimproved land is available and no condemnation proceedings needed. Prime building weather from April through August will lessen the possibility of delays due to inclement weather. The building will be under cover by winter of 1962. Financially this should be important since during delays costs can rise. Most important the services will be available earlier to the citizens.

2. If funds are approved now for the Capitol View branch library, logical sequence in library construction, as suggested in the 6-year District of Columbia public works program, can proceed as planned. It can be much more difficult for the Commissioners to justify both Palisades and Capitol View branch libraries for 1963, than one in each year.

3. If funds are provided now, this September when many schools will be returning to fundamentals of teaching and children will be required to read more, our children in this area will only be a few months, instead of years, behind. Teachers can only require that which their children can be expected to secure or do. At present our teachers will automatically have to expect less of their children.

4. If funds are approved now, we believe juvenile delinquency will be lessened. A library could lessen dangerous idleness which often precedes delinquency.

5. If funds are approved now, adults and high school students will have those services such as education, information, research, cultural enrichment, and recreation which have been noted as necessary supplements to the public education system. The library will serve church, social, civic, and recreational groups in its advisory and reference areas. The educational level of adults will rise.

6. If funds are approved now, the library can be another facility that will encourage good, stable, taxpaying homeowners to remain in the area to help balance the large number of low-cost housing units there.

Mr. Chairman and members of the Senate Subcommittee on District of Columbia Appropriations, the bookmobile can no longer serv-

ice our area adequately. The Benning branch, now under construction, can only serve the 40,000 persons for whom it was proposed. Maps are available showing these lines of division. The bookmobile that stops in Capitol View, during the last fiscal year had the largest circulation of any other in the District. The total circulation was 42,945 books. The next closest was 29,923.

Because of these reasons and others that we have not mentioned we ask you to seriously consider the restoration of the $422,000 for the construction of this branch library.

LETTER FROM AREA CHILDREN

The children of Capitol View themselves are aroused. They have sent to you a letter with their signatures expressing their feelings. Please help them.

With your permission, Francel Trotter will present that letter.

Senator BYRD. All right.

Miss TROTTER. Senator Byrd, members of the committee, my name is Francel Maria Trotter and I have been asked to read to you a letter from the children, from 201 children of the Capitol View area. With your permission, I will read it now.

Senator BYRD. You may do so.

Miss TROTTER (reading):

CAPITOL VIEW, D.C., *August 17, 1961.*

Senator ROBERT C. BYRD and COMMITTEE MEMBERS,
U.S. Senate, Washington, D.C.

DEAR SIRS: Those of us who have signed this letter are only a few of the many children in the Northeast and Southeast areas who love to read but do not have the suitable facilities in our neighborhood. As often as our parents can take us, we go into the city to Seventh and K Streets NW. This takes us about 6 miles from our homes. The Langston branch is nearer but the reading room is small and the book space limited. When completed, the Benning branch will still be too far away for us to walk there. Many of us do not have the carfare to get to these branches as often as we would like so we have to use the bookmobile. If we do not like a book we have taken, and this is possible since we have little time to browse, we must wait for the next bookmobile day. It can take at least an hour for us to get served. This makes it quite easy for some of us to lose the desire to read.

Our parents have been discussing the library we need in our area. They tell us your committee has the power to get the library for us. Please give us the money this year. You will see how grateful we are when the long lines of children now in front of the bookmobile are seen inside of the building, seeking books that others now enjoy. If we read more, we might become teachers, doctors, chemists, or other useful men and women. Please help us today.

Sincerely,

CHILDREN OF CAPITOL VIEW AREA.

(NOTE: This letter contained 201 signatures of children in schools in the area.)

[Applause.]

Senator BYRD. Now would you state again your name, please?

Miss TROTTER. Francel Maria Trotter.

Senator BYRD. How old are you?

Miss TROTTER. Ten.

Senator BYRD. Would you mind if I should tell you that I have two daughters. It has been quite a long time since they were 10 years old. One of them is 20 and one is 23. I would like to say to you honey, that you have made the finest presentation before our committee today, and

that is not to detract from the other people who have been before us. We very much appreciate your reading of this letter.

Miss TROTTER. Thank you.

PREPARED STATEMENT

Senator BYRD. Since Rev. Andrew Fowler was not able to be present to give his testimony on the Capitol View Branch Library personally, we shall place in the record at this point a communication from him on this subject.

(The statement referred to follows:)

STATEMENT BY REV. ANDREW FOWLER, PASTOR OF THE CAPITOL VIEW BAPTIST CHURCH

Mr. Chairman and members of the committee, I have pastored in the Capital View area for more than 20 years. The needs of the area are well known to me. Amongst the things most urgently needed is a library. I have had opportunity after opportunity to see the price we pay for the lack of this instrument. A library or the lack of it has social, financial, educational, moral, and spiritual implications for people in a neighborhood.

I am, therefore, respectfully requesting you to endeavor to secure the restoration of 422,000 for the construction of the Capitol View branch library. The thirty-odd-thousand people living in this area need a library or easy access to one. The only help available in the area besides the school service is a bookmobile. Other than that the residents must travel several miles to a library. The demands made on the bookmobile show that a facility should be provided immediately.

To delay the appropriation for the construction of the Capitol View Library would bring the Congress, the city government and the residents into grave building, financial, and educational problems.

In behalf of the Capitol View Baptist Church membership and the citizens in the area, I respectfully urge you to use your influence to have the funds restored for this feature of our public service

Senator BYRD. Now, would Mr. Milton W. King, Mrs. Hortense Amram, and Dr. Frederick Fall come forward?

NATIONAL SYMPHONY ORCHESTRA ASSOCIATION OF WASHINGTON, D.C.

STATEMENT OF MILTON W. KING, PRESIDENT

GENERAL STATEMENT

Mr. KING. I hate to follow that professional, but I suppose I have to do it.

Senator BYRD. Mr. King, how long is your statement?

Mr. KING. I have three pages here and I think by reading it I will save a lot of time.

Senator BYRD. I would like to state at this point that we intend to recess the hearings at 12:30. I hope those witnesses who are intent on making a long statement will just keep in mind that by doing that, they are discommoding other witnesses by making them come back this afternoon.

Mr. KING. Thank you, sir.

Mr. Chairman, I am Milton W. King, president of the National Symphony Orchestra Association and I appear here today to comment on the $25,000 appropriated item in the budget of the Recreation Department for support of the nonprofit cultural performing arts of this city.

I understand this is the first time such an item specifically naming the National Symphony Orchestra, the Washington Ballet Guild, and the Washington Opera Society as the beneficiaries of appropriation in the District of Columbia budget has ever occurred. It is my understanding also that actions taken on this appropriation in the committees of the House of Representatives have so severely reduced the amount of money appropriated that, as far as the National Symphony is concerned, it could not participate in whatever plans the Recreation Department might have in mind for the arts under this reduced budget.

We do not want this committee to think for a moment that the National Symphony Association is not eager to cooperate in any plan or movement that will bring great music to a greater number of people in Washington. But there are economic and artistic facts to face in the employment of an orchestra such as the National Symphony that perhaps both the committees of Congress and the Recreation Department are not fully aware of. I will take but a minute to try to capsule this observation.

The National Symphony Orchestra this season will have 96 musicians under contract. These musicians are the very best that, under the limitations of our economic progress, we can assemble.

Under Mr. Mitchell's conductorship, the National Symphony has attained what we, and the Nation's critics, believe is one of the six top orchestras of the world. This has been accomplished in spite of the fact that the National Symphony operates on a budget approximately one-half those of the other five great U.S. orchestras. It has been accomplished in spite of the fact that we are the only major American orchestra that receives not one penny of support from local, State, or Federal Government. It is a tribute to Mr. Mitchell and to the thousands of dedicated people of this area who give so much of their effort and money to the cause of bringing great music to this, the Nation's Capital.

I am sure that it would surprise you, as it does every major city in the country supporting an orchestra, that the National Symphony leads all other orchestras in the percentage of earned income—its self-support last year was 70 percent of its budgetary requirements.

Every time the symphony management calls its musicians to assemble, whether for a concert or rehearsals for concerts, it costs the association approximately $4,000. When the Recreation Department approached us last year asking what we might do on an appropriation of $16,000, we offered a plan for a three-concert music festival of a stature that we believed would not only bring great credit to the Nation's Capital in serving its own people but would also stir the interest of the city and the Congress into the realization that something like this should have been instituted long ago.

We are not unmindful that we are the only major orchestra in this Nation that does not provide a summer symphony season for its people. To remain a great orchestra and to grow even greater, we know we must provide more than part-time employment for our superb musicians.

It was, with these convictions, that the Symphony Association proposed to the Recreation Department that we get started with something of stature and prestige, something that would awaken all of us

to the realization that we owe far more tribute to the arts than most of us in positions of influence are giving them.

It is obvious that the National Symphony could not present a series of three concerts designed as an outstanding music festival for $16,000. In addition to the concerts themselves, a minimum of five to six rehearsals would be required. But we felt it a worthwhile objective, a start in the right direction, if perhaps we could demonstrate to the city and to the Nation's Capital that while the lag in this country's official recognition of the arts has been notoriously long standing, it has all the resources of talent and spirit to quickly reverse this adverse picture which we have been presenting to ourselves and to the rest of the world.

The National Symphony is ready to help, and has the talent and organization to be of help. However, we have one essential reservation to that help. We must be able to retain complete freedom of artistic judgment under any plan which may be instituted.

We thank you, Mr. Chairman, very kindly, for permitting me to come.

Senator BYRD. Thank you, Mr. King.

Mrs. Amram and Dr. Fall, are you both speaking on the same item?

Mr. FALL. Yes.

WASHINGTON CIVIC OPERA ASSOCIATION

STATEMENT OF MRS. HORTENSE AMRAM AND FREDERICK FALL, REPRESENTATIVES

Senator BYRD. Would it be possible for one of you to be the spokesman and we could include the statements of both in the record?

Mr. FALL. I think so.

Mrs. AMRAM. I wish to explain that I am here reading the statement, a résumé of which I have here and which I have cut down considerably for Mrs. Coopersmith.

Senator BYRD. The statement is three legal size pages?

Mrs. AMRAM. Yes, but this will be much shorter. This is a résumé I have cut down a lot.

Senator BYRD. You are speaking for Dr. Fall, too?

Mrs. AMRAM. I am speaking for the——

Senator BYRD. What I am saying is that Dr. Fall will present his testimony for the record and since you are speaking for both, your oral testimony will suffice for both.

Mrs. AMRAM. Yes.

As I said, I am speaking for Mrs. Coopersmith. [Reading:]

My name is Esther Lipsen Coopersmith, and I am chairman of the Washington Civic Opera Association which is now in its eighth year of production under the sponsorship of the District of Columbia Recreation Department.

AMOUNT PROVIDED FOR MUSIC ACTIVITIES

Of the $16,000 appropriated by the Congress to the arts we receive only $6,000 for the music activities of the District of Columbia Recreation Department which we carry on.

The Congress also appropriates $10,000 for the Watergate concerts.

We hope the Senate will raise our budget for music activities this

year to $15,000. I have already spoken with the House Appropriations Subcommittee on the District of Columbia.

Mr. Rabaut comes from Detroit, which appropriates over $500,000 in local taxes for the fine arts and music, and he said he would gladly go along with whatever the Senate does in this matter.

In 1962, we hope to produce more opera, including summer opera like that in other cities and also some children's opera.

I would particularly like to urge that this committee protect the Washington Civic Opera as it has the National Symphony Orchestra, the Washington Opera Society and the Washington Ballet Company by specifically earmarking $15,000 to the Washington Civic Opera instead of leaving us in the status of "music activities" where we have been for so many years.

We charge for admission the kind of popular prices levied in other cities, up to $2 to $3, although musically our productions are very fine. We use a union orchestra which costs around $4,000 which is the largest item in our budget.

For years now, we have been giving hundreds of Washington's young singers the chance to participate in the presentation of opera, both classical and modern. Some of these have gone on to distinguished careers in this country and in the opera houses of Europe.

Our Civic Opera is not a unique organization, nor is our association with the District of Columbia Recreation Department unique. In many American cities for years financially aided activities such as ours also have been placed in the recreation and parks department. A study made recently by the Library of Congress shows that while the District appropriates only $16,000 a year for the fine arts, Baltimore, for instance, spends almost $449,000 in this field and of more than 50 other cities studies, all spend from 10 to 20 times as much on the arts as the Nation's Capital.

President Eisenhower in his 1955 state of the Union message told the Congress that the Federal Government must do more to encourage and aid the fine arts which make our civilization endure and flourish.

President Kennedy called for Federal financial aid to the arts in a statement which was published in Equity magazine, the publication of the AFL–CIO Actors' Equity Association.

The 77th Congress itself, in setting up our Recreation Department, authorized it to support and encourage many forms of cultural activity through the production of such work by our own citizens rather than by importation from the outside. However, when Congress gives the Recreation Department $3,224,000 for the fiscal year 1962, with only $16,000 of this for the arts, then it is impossible for them or for the Civic Opera Association to do the job for which they were set up.

Let us then bear in mind that there is this plea to increase the stature of Washington as a world capital, and as this subcommittee considers the problems relating particularly to the strengthening of our own fine arts, that we will carry on to strengthen the Civic Opera Company so as to make the intent of the 77th Congress in establishing our Recreation Department a real possibility.

Senator Byrd. Thank you, Mrs. Amram.

(The complete statement of Mrs. Coopersmith follows:)

STATEMENT OF ESTHER LIPSEN COOPERSMITH

Mr. Chairman and members of the subcommittee, my name is Esther Lipsen Coopersmith, and I am chairman of the Washington Civic Opera Association which is now in its eighth year of production under the sponsorship of the District of Columbia Recreation Department.

Of the $16,000 appropriated by the Congress to the arts we receive only $6,000 for the music activities of the District of Columbia Recreation Department which we carry on.

The Congress also appropriates $10,000 for the Watergate concerts.

We hope the Senate will raise our budget for music activities this year to $15,000. I have already spoken with the House Appropriations Subcommittee on the District of Columbia. Chairman Louis C. Rabaut, a great champion of music, coming as he does from Detroit which appropriates $543,081 from local taxes for the fine arts and music, told me he would go along with whatever the Senate does in this regard.

In 1962 we hope to do more opera, including, if the Congress makes this possible, some summer opera along the lines of summer opera in American cities from coast to coast, and some children's opera as well, such as "Hansel and Gretel."

I would like to urge that this committee protect the Washington Civic Opera—as it has protected the National Symphony Orchestra, the Washington Opera Society, and the Washington Ballet Company, by specifically earmarking the $15,000 to the Washington Civic Opera instead of leaving us in the undignified status of "music activities" where we have been for so many years.

For your information, I have discussed this matter with Mr. Milo F. Christiansen, Superintendent of the District of Columbia Recreation Department, and with Mr. William Waters, Chairman of the Board of the District of Columbia Recreation Department.

We are a good investment because we can make money go further, perhaps, than any other music group in the United States.

We charge for admission the kind of popular prices which are levied in other cities by city-supported music groups such as ours. Our prices range from $2 to $3.

Let me point out that the prices for the productions of the Washington Opera Society—which the Congress has appropriated $3,500 for on the House side—are several times as high, and the tickets range up to $8.50 in price, hardly a popular price and out of the reach of most people.

The budgets for our productions are, in fact, approximately one-sixth the cost of the productions of the Washington Opera Society, yet, musically our productions compare most favorably with the productions of that organization.

We use a union orchestra, too, which costs around $4,000 for each production. This is the largest item of our company.

For years, now, we have given thousands of Washington's young singers the opportunity to participate in the creation of, and the presentation of opera. We have produced such classics as "Madame Butterfly," "Tales of Hoffman," "The Student Prince," and modern works such as "The Telephone" and "The Medium."

Some of our young singers have gone on to distinguished careers in this country and in the opera houses of Europe.

Our civic opera is not a unique organization nor is our association with the District of Columbia Recreation Department unique.

Most American cities have for many years financially aided cultural activities such as ours. Such assistance is an outgrowth of the band concerts on the village square or the courthouse green which are among our countrys' oldest and most beloved civic activities and responsibilities.

In most cities and towns these cultural activities are placed—for housekeeping purposes—in the recreation and parks department.

Congressman Carroll D. Kearns, Republican, of Pennsylvania, included a lengthy study, by the Library of Congress, of what other U.S. cities do to support the fine arts in the hearing record of the Subcommittee on Appropriations of the House and I invite your attention to pages 1174, 1175, 1176, and 1177 of the printed hearings.

To show that support of the arts is not a partisan matter, Congressman Harris McDowell, Jr., Democrat, of Delaware, likewise included the Library of Congress study in his testimony on the 1962 budget for the District of Columbia before the

subcommittee of the Committee on Appropriations, House of Representatives. His statement appears on pages 1279, 1280, 1281, 1282, and 1283.

The Library of Congress study showed that the District of Columbia appropriates only $16,000 a year for the fine arts, while Baltimore spends $448,558 for the arts; Philadelphia, $789,760; St. Louis, $320,007; Los Angeles, $196,998; Kansas City, $155,789; San Francisco, $817,256; New York, $4,718,824; and Detroit, $543,081. More than 50 U.S. cities were studied and all of them spend from 10 to 20 times as much on the arts as the Nation's Capital does.

President Eisenhower told the Congress in his 1955 message on the state of the Union that the Federal Government must do more to encourage and aid the fine arts which make our civilization endure and flourish.

President Kennedy called for Federal financial aid to the arts in a statement which was published in Equity magazine, the publication of the AFL–CIO Actors' Equity Association.

Let me hasten to point out here that the 77th Congress itself in setting up the District of Columbia Recreation Department directed and authorized it to do things in the arts, as well as having them done by others.

Public Law 534, 77th Congress, an act to create a Recreation Board for the District of Columbia, to define its duties, and for other purposes, in section 3 reads as follows:

"The Board shall have power and authority to adopt, conduct, direct, or cause to be conducted or directed, under its supervision, a comprehensive program of public recreation which shall include the operation and direction of games, sports, arts and crafts, hobby shops, music, drama, speech, nursery play, dancing, lectures, forum for informal discussion, and such other physical, social, mental, and creative opportunities for leisure-time participation as the Board shall deem advisable to offer."

However, gentlemen, when the Congress proceeds to give the District of Columbia Recreation Department $2,855,600 for fiscal year 1961, and $3,224,000 for fiscal year 1962, and only $16,000 of this was for the arts in 1962—the same amount the Congress has appropriated for 6 years—then it is impossible for the District of Columbia Recreation Department and the Washington Civic Opera Association to do the job which the 77th Congress had in mind in creating the District of Columbia Recreation Department.

The New York Times magazine of December 27, 1959, carried a provocative article by Howard Taubman, its music critic at the time, entitled "In Culture, Is Washington a Hick Town?—As the Nation's Capital and a World Capital, With Visitors From Every Land, It Must, It is Argued, Become a Showplace of the Best We Have to Offer." Here is what the New York Times said in part at that time:

"How does Washington compare as a cultural center with other capitals? Let us agree not to judge the city by the criteria of London, Paris, and Moscow which are their nations' largest urban communities. Let us even skip Rome, which is not Italy's principal economic center but which offers the grandeur of antiquity and the renaissance as well as opera houses, ballets, theaters, orchestra, conservatory, and art in abundance.

"Compare Washington with a small capital like Brussels, which has opera, ballet, orchestra, theaters, and a highly cultivated population, and the outcome is to our discredit. Compare Washington with a provincial town like Tiflis, more than a thousand miles from Moscow. The Soviet city beyond the Caucasus has an opera house, a ballet, four professional theaters, several children's theaters, and a proud cultural tradition."

Let us bear in mind the truth contained in the New York Times article as this subcommittee considers the problems of the Nation's Capital as they relate to the fine arts particularly for, as the New York Times declared:

"In the long run, societies and nations are esteemed for their humanity and humanism, not their wealth or might. Their values are revealed most searchingly in the caliber of their learning, science, and culture. Washington should be the steadfast showcase of our values. And in the arts this showcase should be large, diverse, and vivid. It should embrace what is established and indisputably great, and it should encourage a ferment of new creative ideas."

I thank you very much for your consideration of my plea for increased financial support of the fine arts, support which is long overdue, support which will carry out the clear intent of the 77th Congress in establishing the District of Columbia Recreation Department.

Senator BYRD. Dr. Fall, you may present your statement for the record.

Dr. Fall, your testimony will deal with the Civic Orchestra as the testimony just concluded did with the Civic Opera group.

Mr. FALL. Yes, sir.

Senator BYRD. Thank you very much. Your full statement will appear in the record.

(The statement referred to follows:)

STATEMENT OF DR. FREDERICK FALL IN BEHALF OF INCREASED FUNDS FOR THE WASHINGTON CIVIC OPERA ASSOCIATION, SPONSORED BY THE DISTRICT OF COLUMBIA RECREATION DEPARTMENT

Mr. Chairman and honorable members of the subcommittee, I am Dr. Frederick Fall of 1771 Church Street NW., Washington, D.C. I was born in Vienna, Austria, where I studied music and was graduated from the State Academy of Music and Fine Arts.

Before coming to the United States, I was conductor of various major opera companies in Germany, Czechoslovakia, and finally, conductor-in-chief of the Vienna Volksoper. I also conducted symphony concerts with practically all the major European symphony orchestras. In this country, after becoming a citizen, I conducted concerts and opera performances in New York, Philadelphia, Boston, New Orleans, Dallas, and here in Washington. After the Second World War, I was music officer for the Austrian occupation zone under Gen. Mark Clark.

Settling here in Washington, I have devoted myself almost entirely to professional and semiprofessional endeavors in the field of recreational music. For 10 years, I conducted the Agriculture Symphony Orchestra, sponsored by the Department of Agriculture Recreation Office, and, for the past two seasons, I have conducted the Washington Civic Symphony Orchestra, sponsored by the District of Columbia Recreation Department. I was pleased to discover, during my tour of Europe last summer, that the reputation and name of the Agriculture Symphony Orchestra under my direction, has reached such far places as Vienna, Rome, and Madrid. In the 2 years of my tenure as conductor of the Washington Civic Orchestra, this group has—according to critics and public—become one of the outstanding symphony orchestras of the country.

I am also conductor, director and producer of the Washington Civic Opera Association—a group which is also sponsored by the District of Columbia Recreation Department, and, it is in behalf of this group that I would like to make the following statement and plea:

For the past 8 years, the Washington Civic Opera Association has produced a fully staged major opera or operetta annually, including "The Medium and the Telephone," "The Bartered Bride," "The Gypsy Baron," "Tales of Hoffmann," "The Merry Widow," "Hansel and Gretel," "Madame Butterfly" and, last July, "The Student Prince." In addition, we have presented several opera concerts, as well as concert versions of "The Gypsy Baron," "The Merry Widow," and "Der Freischuetz" at the Watergate. Our operatic productions involve something in the neighborhood of from 150 to 170 people interested vitally in serious recreational work of this nature. Besides soloists and a chorus of from 60 to 70 singers, there are involved also dancers and a corps de ballet, stage directors and stage managers with their assistants, production coordinators, stage designers, set builders and painters, stage crew, costume designers, mistresses and seamstresses, makeup experts, properties crew, backstage conductors, rehearsal pianists, understudies, prompters, extras, actors, and publicity personnel, not even to mention the conductor and the musicians which may number from 36 to 50 instrumentalists. To mold into a unit and build into a smooth and effectively operating organization such a complex group of people, most of them serving without payment or remuneration of any kind, demands not only dedication, but, at times, almost superhuman effort.

Our productions have attained very high professional standards, even though accomplished with personnel which might be technically termed "amateur." They have been highly praised by public and press. As an example, I shall quote a letter from Mr. Paul Gable, supervising director of public school music in the District of Columbia. The letter was unsolicited and written after our last production in July—"The Student Prince."

"DEAR DR. FALL: I just want you to know how much I enjoyed "The Student Prince," which I had the pleasure of seeing last Saturday evening at Cramton Auditorium. The production was magnificent and the whole show, music costuming, stage business, dancing showed the fine caliber your artistic direction gave to the production.

I have seen "The Student Prince" 15 times, as it was an annual visitor to Washington from 1924 to 1936 at the old Poli's Theater and National Theater. I don't remember ever having seen a more satisfying staging of this masterpiece by Romberg than yours this Saturday evening. The beautiful singing of the serenade brought tears to my eyes.

"This music of 'The Student Prince' has a great deal of give and take, quick changing rhythms, and tricky entrances. You led your fine-sounding orchestra through the difficult score with precision and beauty.

"I know from experience just how much work goes into the preparation of such an operetta, and again I want to thank you for a most enjoyable evening.

"Cordially,

"PAUL D. GABLE,
"Supervising Director of Music,
"Public Schools of the District of Columbia."

I would also like to quote a few passages from an article written by Mr. Irving Lowens, music critic of the Washington Evening and Sunday Star, and published on June 11, 1961. After quoting sums of money spent by other cities on the arts, Mr. Lowens writes as follows:

"Meanwhile, down on the farm, Washington, D.C., manages to spend all of $16,000 yearly on all the arts combined, the smallest amount spent by an American city of comparable size for this purpose * * *.

"SHOESTRING OPERA

"For the last 8 years the musical fortunes of the Washington Civic Opera have been directed by Dr. Frederick Fall. Working on a shoestring budget this excellent musician has succeeded in mounting very respectable productions of such pieces as * * *.

"Dr. Fall, who is particularly adapt at working with volunteers, has labored under hair-raising handicaps and has managed to achieve quasi-miracles. Lisner Auditorium (the nightmare which haunts the Opera Society of Washington) is a veritable dream of delight compared to Roosevelt High School, where Dr. Fall's forces used to assemble * * *.

"WORTH SUPPORT

"The purpose of the Washington Civic Opera Association is truly a civic one—to provide the District's residents with recreation through music and through listening to music. Dr. Fall picks vehicles requiring large casts and having wide popular appeal for very good reasons.

"There is a genuine place for this sort of endeavor in the cultural life of any municipality, and the Nation's Capital is lucky to have Dr. Fall's practiced hand at the helm. His long years of opera experience and his rare gift for getting the most from amateurs should enable him to bring the Civic Opera to new heights of excellence * * *."

It is on the basis of the above-described activities and our years of productive experience in this kind of work that I dare to raise my voice before this committee in support of more funds for the Washington Civic Opera Association, the operatic organization sponsored by the District of Columbia Recreation Department.

Our production expenses have risen considerably, since we now must use a union orchestra—the major item in our budget. In general, we do not pay our singers and helpers; however, we have to make at least a gesture of reimbursing them for expenses which they naturally incur in the 6 months it takes to produce a major opera under our conditions—expenses such as carfare, gasoline, babysitters, parking, telephone expenses, personal costuming expenses, etc.—and the $10 to $20 per performance average payment which our singers (with very few exceptions) get for the whole rehearsal period cannot in any sense be considered remuneration for their time and effort spent in our enterprise. We use local singers almost exclusively, with only occasional exceptions when we import a leading singer with a prominent name not available in

Washington, in which case, we must pay a higher amount. Conductor and stage director, both professionals, are paid a ridiculously small fee considering the time and labor and responsibility involved.

Further production costs include material for scenery and costumes not available from supplies of previously used materials in the District of Columbia Recreation Department warehouse. Building of scenery and the making of costumes is done mostly by volunteers from our group; however, some of the more elaborate costumes must be rented.

As has already been mentioned, our major expense is the orchestra. Another large item in the budget is the cost of publicity—printing tickets, fliers and leaflets; distribution of these materials; newspaper advertisement and general promotion. The rental expense of music materials and royalties for performance rights have increased considerably in the past few years.

Costs for our major opera productions (with two performances each) have run in past years to between $8,000 and $9,000, of which amounts less than half was covered by receipts from ticket sales and donations, the balance having been covered by the $6,000 fund provided by Congress. The remainder of the fund was spent on other minor activities such as opera concerts and operatic performances in concert form.

Costs of our last production, "The Student Prince," in July, however, ran to around $11,000. Reasons for the higher figures were the greater expense of the orchestra (because of the length of the show), considerably higher costs for costuming (because they were unavailable from the District of Columbia Recreation warehouse), an unusually large cast, and also the fact that three performances were given instead of our customary two.

I feel that the above outline should give a general idea of the activities of the Washington Civic Opera Association and the unavoidable costs involved in them. We believe that these activities are of the greatest importance for our Capital—not only from the local recreational viewpoint in that they involve a large group of people in worthwhile and fruitful endeavor, both actively and passively, but also, on a broader plane, from the general cultural viewpoint. These activities not only give meaning and direction to the growing ambunts of leisure time that our highly productive economy is making available for great numbers of the population, but they also determine to a high degree the level of culture of our city. The "image" or "posture" (as they are now referred to) of our United States can be determined to a great extent by the cultural impression which our city gives to the many travelers, students, and visiting dignitaries who flow through the District. Our cultural level, "image" and/or "posture" in the field of music is not only determined by the concerts in the great commercial concert halls, but is determined quite as much by the music the young people love, by the music people sing, whistle, or hum and, above all, by the extent to which they actively participate in producing that cultural manifestation.

In these times of deadly struggle for the survival of our way of life, it cannot be stressed strongly enough how important it is for us to be stronger not only in the field of science, weapons, and standard of living on the economic and materialistic level, but also in the ideological, educational, and cultural fields. I shall not bother to point out in detail how Russia and the Iron Curtain nations are supporting their orchestras, theaters, opera and ballet companies. This is only too well known. However, less well-known might be the fact that, whereas, Baltimore provides $448,588 for the arts annually; Philadelphia, $789,760; St. Louis, $320,000; Los Angeles, $196,998; Kansas City, $155,789; San Francisco, $817,256; and New York City, $4,718,824, the city of Washington, D.C., provides only $16,000 annually for its arts program. Yes; it's hard to believe that the Capital of the United States with its $16,000, spends just a trifle more in the field of the arts than the city of Hagerstown, Md., which provides its budget with $12,800 for the arts.

Of the total $16,000 appropriated for cultural activities in Washington, only $6,000 has been used for the Washington Civic Opera Association and other musical activities of the District of Columbia Recreation Department; the other $10,000 has been used to provide the Watergate concerts.

Now, the Washington Civic Opera Association feels it must expand its activities in order to fulfill its function to the growing demand for cultural recreation in Washington and the promise it has offered to the cultural life here. However, the increased productions' costs definitely prohibit expanding the program.

Moreover, we feel that 8 years of unremitting labor have proved that the organization is capable of doing outstanding work in its field of producing opera

of the highest standards at admission fees which everyone can afford, providing at the same time fruitful recreational activity for a large and diversified group of people, giving local singers the opportunity of training under expert leadership and of gaining experience in the difficult task of performing before a public. It is our judgment that this record not only justifies our existence, but also justifies expansion to meet the growing need for our Nation and Capital to present a more serious cultural face to the world and the growing popular interest in opera throughout our Nation.

Instead of presenting just one major production a year we should like to mount two productions during the winter and an open-air summer production at the Carter Barron Amphitheater or the Sylvan Theater on the Washington Monument grounds. One of the planned winter productions would be a performance of Humperdink's fairy tale opera, "Hansel and Gretel," around Christmas for the children of the District—if possible, free of charge to them. This opera is traditional Christmas fare for children in Europe, and we should like to make it a similar, annually repeated institution here.

To fulfill this aim, we should like to ask the subcommittee to appropriate the amount of $15,000 specifically to the Washington Civic Opera Association. I assure you that such funds would be well spent, not only in the interest of our Nation's Capital, but also in the interest of the country at large. No longer can we afford to have the Capital of this Nation called a cultural "hick-town" as did the critic of the New York Times. No longer can we afford to have activities of such cultural and recreational importance (as those which the Washington Civic Opera Association has been undertaking) hamstrung and hampered by insufficient funds.

May I, therefore, repeat my plea with you members of the subcommittee for this amount of $15,000 which—compared with what is spent for baseball, football, other sports, and playgrounds (necessary as they certainly are)— is an infinitely small amount when the importance of these activities is taken into consideration.

Senator BYRD. Now, would Mrs. Edward B. Morris, Mrs. Benjamin Schiffer, and Mr. Walter Lewis please come forward?

As I have indicated, we will have to recess at 12:30. That gives us 15 minutes and I trust that you will keep this in mind.

DISTRICT OF COLUMBIA GENERAL HOSPITAL

STATEMENT OF MRS. EDWARD B. MORRIS

PREPARED STATEMENT

Mrs. MORRIS. I think I will be brief. I am Mrs. Edward B. Morris and I should like to insert in the record one particular statement on the need for a trained assistant and a full-time secretary for Mrs. Jean Williams in charge of volunteer workers at District of Columbia General Hospital. I think the statement speaks for itself. It is not an effort to build up Mrs. Williams personally, but to indicate the work thae she does.

Senator BYRD. The statement will be included in the record.

(The statement referred to follows:)

STATEMENT BY MRS. EDWARD B. MORRIS ON THE NEED OF ASSISTANCE FOR MRS. JEAN WILLIAMS, DIRECTOR OF VOLUNTEER SERVICES, DISTRICT OF COLUMBIA GENERAL HOSPITAL

I have been most impressed with the work being done at District of Columbia General Hospital by its Director of Volunteer Services, Mrs. Jean Williams, and the need for a full-time assistant for her, an assistant who is a trained group worker. Funds have regularly been requested, but have been deleted by the Commissioners. I have heard both Dr. Daniel Finucane, Director of the Health Department, and Dr. Schultz, medical director of the hospital, praise Mrs. Williams and stress the need for help for her, and the Advisory Council on Public Health has also asked for such assistance.

Mrs. Williams is 62 years old and cannot be counted upon to continue her work indefinitely; the marvel is that she has been able to attend to so many details in so many different fields over so long a time. She is rated GS–9, and in the fourth step of that grade receives $7,200. She has been promised—and may by this time have received—reclassification to GS–10, but any salary increase would be probably only about $100.

She has had a half-time secretary only since last fall. She should have a full-time secretary, in addition to the trained group worker she needs. When she attends national conferences or is ill or on vacation, there should be others to see that her volunteers are supervised. Of course, someone should be there nights and on weekends, as nurses do not have time to supervise volunteers even if they were trained to do so.

Volunteers are of great value in any hospital, and especially at District of Columbia General where there are needs to be met among indigent patients and there are emotionally disturbed patients who need to be helped so that they can return to the community. Those who are emotionally disturbed need to be given things to do, and should associate with outsiders to regain confidence. The volunteers mingle with them, take them shopping, etc., and generally boost their morale.

Children, too, need attention; they cannot just be left to their own devices, and nurses are not there to amuse and train them.

It is my understanding that volunteers are available to meet all needs, but they must be trained and guided. Many are lost to the hospital because, when they come, they do not know where to go or what to do. The physical plant at District of Columbia General, where one walks blocks between facilities which should be adjacent to each other puts such a strain on personnel that help from outside should be welcomed.

One of Mrs. Williams' functions is the supervision of PROPS, a large group which raises funds to pay for many of the activities carried on at the hospital. For instance, more than 600 layettes were made for babies for whom mothers had no clothing. Funds are needed for carfare for patients, lunches for patients held over for afternoon clinic, special shoes for patients in need of them, clothing for dischargees, toys, games, etc. Much equipment for recreation is donated, but some must also be bought. PROPS brought in $1,624 in 1960. Total contributions in cash now average $4,200 per year for the supplementary items not in the District budget.

A ward adoption program is in effect among volunteers, and in its early years individuals and church groups brought toilet goods and other supplies to the patients, not always what was most needed and often not in sufficient quantity. Mrs. Williams investigated producers' charity prices and set up a wholesale group purchase plan, so that now with about $1,500 per year every ward is supplied with the quality and quantity of supplies needed—such things as toothbrushes—and these are supplemented with donated articles such as hand-made scuffs, bed bags, washcloths, etc.

When Mrs. Williams came in 1954, the major emphasis on recreation was refreshments and tree trimming at Christmas, Easter baskets at Easter for all patients, and playroom activity for children. Through her, the church women, Red Cross Gray Ladies, and other groups became more aware of the psychological needs of the patients. They instituted programs of singing, games, and the like with, when possible, patient participation.

In 1954 she began training social group work students at the hospital, working with the Social Service School of the Catholic University. Three students have given 900 hours each, and three others, 450 hours each. They are a big help, but must be trained and that takes time.

For 7 years she has secured all the recreation equipment for the doctors from the District of Columbia Recreation Department. All recreational and therapeutic supplies which help the Occupational Therapy Department were donated by her volunteer services. Groups have donated air conditioners, card tables, radios, televisions, record players, records, a motion picture projector, play equipment and toys for children, etc.

In the fall of 1957 she began the supervision of the District of Columbia Recreation Department staff in psychiatry. The three men assigned evenings help with dancing, games, movies, gym, and outdoor activities, giving the equivalent of one full staff person's time. In psychiatry and medical annex, regular church groups and Red Cross entertainment keep patients occupied in constructive activities nearly all evenings that they are free.

From January 1954 to the present a motion picture program has been operated 10 times weekly for patients by volunteers, occupational therapy students, and patients on occupational therapy work, and in psychiatry the program has been operated for 3 years by the part-time employees of the Recreation Department whom she secured. The two projectors in medicine and psychiatry are largely maintained and serviced by Mrs. Williams, and she instructed nearly all users of the projectors. Volunteer services pays for the replacement parts, saving the hospital money and the people who use them a great deal of frustration.

When she took over the work of ordering and supervising the making of surgical dressings for the hospital, she found that there was much waste in the cutting, I am informed, and has saved considerable through changes. Mrs. Williams also supervises a newsletter, published quarterly, to stimulate interest among the volunteers and interpret their activities to donors and others including the Advisory Board for Volunteer Services which represents 20 organizations plus 8 at-large members plus 5 ex officio members.

Mrs. Williams also supervises distribution of mail through some of the buildings. Telephone girls put it up, but she has to find someone to deliver it to keep it from being left in canteens and elsewhere after being picked up by anyone who might come by. A mail clerk is also needed.

She has also been in charge of the weekly staff luncheons, working with a committee.

Social group workers in other hospitals do not ordinarily make layettes, raise money, obtain donations, run recreation activities, and do many of the jobs which are hers. She also has to make many phone calls from her home at night and on weekends.

I am including with this statement a chart showing the extent of the activities of the Department of Volunteer Services. I believe that Mrs. Williams would have little difficulty in obtaining another position with less strain, and that she should be given a trained social group worker as full-time assistant and a full-time instead of a half-time secretary. Caseworkers are not generally trained to handle groups, so additional caseworkers are not the answer to her needs. She can orient volunteer workers, but they must have weekend and nightime supervision. Too, someone should be familiar with her work to take over when she reaches retirement age or has to give up for some other reason.

STATEMENT BY JEAN L. WILLIAMS, DIRECTOR OF VOLUNTEER SERVICES, DISTRICT OF COLUMBIA GENERAL HOSPITAL, INSTRUCTIONS FOR VOLUNTEER HOSTESSES IN MEDICINE AND SURGERY DURING VISITING HOURS

Each month a church or civic group assumes the volunteer duties connected with Sunday visiting, serving from 1:30 to 3 p.m. Every Tuesday evening the Red Cross Gray Ladies serve as hostesses from 6:45 to 8 p.m. They also deliver mail on their assigned floors, and do canteen shopping after the floors have been cleared of visitors at 8 p.m. The same functions are carried out Thursday evening by the Catholic Daughters Court 212 in cooperation with the Gray Ladies. The chairman may get the key to the locked coatroom for volunteers, surgery 5, at the information desk.

In all groups the chairman gets a sign-in sheet in duplicate, buttons and hostess badges, from the small table drawer in the nursing division office and registers hostesses and hosts, if men, on the floors assigned to them. In case of Sunday workers, at least two should be assigned to each floor having patients in medicine and surgery, one on each ground floor and one at the card files to assist the information office in telling visitors the floor and building in which the patient is located. If fewer volunteers report on Tuesday and Thursday, volunteers should be placed one on each floor, or one to cover two floors.

Patient lists are available at the nurses' stations at the end of the north and south units. Visitors arriving should be directed to the north or south end and room number after consulting the patient register. About every 10 minutes the volunteer should walk down the hall and into the ward and observe beds where more than two visitors are present. Visitors should be asked politely and quietly to leave if they have completed their visit, or if they have just arrived to have all but two to wait near the elevator until the first to arrive have left. If visitors do not comply, you might tell them that only by cooperation can we continue to have free access to the patient's bedside.

A return to passes and long waits will follow if we have too many visitors at once. Also all babies and small children should be asked to wait on the ground floor, for the protection of the child.

If two volunteers are on one floor, one might hold both patient lists, while the other checks her end of the floor. Then she will hold the lists while the other checks the other end. If enough volunteers report, one might also be stationed near the elevator to direct visitors, and one assigned to each end to check the number of visitors, prevent added visitors from going into a room when two visitors are already present.

With two elevators in operation in each building visitors should move freely, avoiding long waiting lines. Visitiors may begin going up 10 minutes before the hour. They should leave promptly after the end of visiting is announced over the loudspeaker. The hostesses should check the floor to remind those who are slow to leave. Visitors with questions that cannot be answered by the volunteer, and visitors who do not comply with requests are to be referred to the nurse in charge.

REPORT ON DISTRICT OF COLUMBIA GENERAL HOSPITAL WITH ENDORSEMENT OF CORE CONSTRUCTION BY THE FEDERATION OF CITIZENS ASSOCIATIONS OF THE DISTRICT OF COLUMBIA

The Health Committee of the Federation of Citizens Associations, having seen the overcrowding, dispersion, and obsolescence which now hampers the efficiency of District of Columbia General Hospital, recommends that the Federation of Citizens Associations support the proposal that approximately $11 million of District of Columbia funds be appropriated to carry out a proposed hospital rebuilding program.

Briefly, the hospital was begun in 1832 to care for the city's sick and injured who were medically indigent. It was at first one building on the banks of the Anacostia River. For the next 125 years, whenever overcrowding could no longer be ignored, another building would be added. There are now 23 buildings scattered over 65 acres. They comprise the District's largest facility for emergencies, as well as for short-term care of acute psychiatric, alcoholic, and drug addict cases. The small overcrowded admitting office receives 78,000 patients a year who fill the room day and night, line the walls, and jam the paths of doctors.

Nonemergencies must often wait several hours for examination while priority is given urgent cases. The hospital has several small emergency rooms, 20 outpatient clinics, and 1,250 beds. Surgery, always tightly scheduled, goes on all day and far into the night, yet the shortage of operating rooms is so acute that nonemergency patients must often wait several weeks for survery, thus prolonging their hospital stay.

A few of the buildings are of recent construction and were well planned at the time they were built, but the majority are obsolescent, lack modern amenities, are of inefficient design, widely dispersed, and lacking in connecting passageways, and are costly to heat in winter and very hot in summer.

X-ray facilities are a long distance from admitting and emergency rooms; the kitchen is so far from patient care areas that meals grow tepid on the way; there is no suitable space for the blood bank; oxygen tanks are stored in hallways; piles of linens, clean and dirty, must be stacked outside the laundry which is too small to handle its 5 million pounds of wash a year. Doctors, nurses, interns, consultants, students, and stretcher bearers must walk time-wasting distances daily along paint-peeling corridors through these piles of laundry to reach facilities which should be near at hand. Interns are housed in an obsolescent Civil War building. In the overcrowded maternity division, where 7,000 babies are born each year, lack of space and facilities dictates that new mothers can be given only 3 days of care when they should have at least 5.

These deficiencies contrast oddly with the really high-level medical treatment this hospital provides. Several hundred of Washington's top-level medical specialists contribute thousands of hours of service here, without pay. The hospital trains 175 doctors a year for the District of Columbia. Half to three-fourths of all doctors in the District and about 10 percent of those in the 50 States received part of their training here. Postgraduate students come with fellowship grants for study and research. District of Columbia General Hospital therefore prepares medical personnel for the Nation, not only for the District of Columbia.

To correct its deficiencies, the major need is for early construction of a core building, costing about $11 million. This would be an eight-story structure of brick and glass tying together the three main buildings of the hospital, so that admitting, emergency, X-ray, blood bank, clinical, laboratory, and clerical facilities could be coordinated with the services requiring them. Connecting passageways and modern fast elevators would save thousands of hours of time of doctors and nurses.

This rebuilding program would serve the city's needs for indigent care for the next 25 to 30 years and give the District an improved medical training and research center. An entire new hospital would cost probably $40 million and would function no better than would District of Columbia General with the proposed core construction.

Approved by the Federation, June 8, 1961:

Dr. EDWARD A. KANE,
Chairman, Health Committee.
Mrs. ELWARD B. MORRIS,
Secretary.

COORDINATION OF SERVICES

Mrs. MORRIS. Then I also have a number of charts showing the coordination of all the services under her department. I think that alone, without a statement, should indicate the terrific job she has.

Senator BYRD. The charts will be filed for the use of the committee, but they cannot be placed in the record.

Mrs. MORRIS. I realize that. I gave you several copies in case different ones want to look at them.

(The charts and other material referred to will be found in the files of the committee.)

HOSPITAL CONSTRUCTION

Mrs. MORRIS. I do have a one-page statement on the need for the proposed construction at District of Columbia General Hospital.

To anyone who has taken even one tour at District of Columbia General Hospital the need for the proposed construction unifying the three main buildings there is immediate and vital. The waste of time and energy in walking long distances and using the slow elevators, the inconvenience to staff and patients alike, plus the danger to patients, are hard to conceive in this day of modern structures.

Piecemeal construction to meet crying needs has been held in abeyance pending a survey of conditions and the drawing up of plans for remedial construction to bring the hospital up to modern and reasonably adequate standards. The survey and the plans have been studied by many individuals and groups, including the Public Health Advisory Council, the Hospital Advisory Council—I am here as an individual, but I am a member of that council—the District of Columbia Federation of Citizens Associations, and others. All agree that the proposed construction would provide, at much less cost than for an entirely new plant, a hospital adequate to meet the demands upon it.

DIFFICULTY OF WORK IN HOSPITAL

Services which should be adjacent to each other are separated by a city block or more The admitting office cannot be expanded within the present framework and bad conditions there are growing steadily worse. Laundry equipment is antiquated and was recently damaged by fire. If the core construction is not ordered forthwith, repairs and remedial construction must be undertaken without hope of increasing efficiency in use of personnel and treatment of patients.

One example pointing up the seriousness of the present situation is this: Brain surgery is performed 1 day each week, due to a shortage of operating facilities. If an emergency case comes in, a scheduled operation for removal of a brain tumor may have to be held over for one or even several weeks.

TOUR OF HOSPITAL SUGGESTED

I suggest that members of this subcommittee, if they have not already done so, take a tour at District of Columbia General Hospital to learn firsthand how tired the staff can get in long treks from one part of the hospital to another to use facilities which should be closely coordinated, and how complicated it is to move food and laundry back and forth—with dirty laundry sometimes left in corridors for lack of other space. Doctors' living quarters, too, are such that it is difficult to retain residents in these days when there is a shortage. Money for the construction needs at District of Columbia General Hospital should be forthcoming now, in the 1962 budget and not, as proposed, in the District of Columbia 1963 budget.

I just jotted down a few words after Colonel Roberts finished speaking. He is the first vice president of the Federation of Citizens Associations, District of Columbia. I have been associated with them approximately 16 years.

WELFARE CASEWORKERS AND CLERICAL HELP

We would like to urge, in view of the strong federation support for it, the restoration of an item of $35,500 requested for the Welfare Department for caseworkers and clerical help to operate within that Department a relocation service for displacees from urban renewal and highway and other construction. This was deleted by the House, seemingly because the District had, without consulting the Budget Committee, initiated a small experimental pilot project within the Department with two caseworkers borrowed from other services. Many displacees are marginal families which, if their needs are not met through wise assistance, could become public charges.

Eight hundred families, 400 per caseworker, have been helped during the past year. It is expected that 17,000 will be needing help during the next 5 years. Many have been moved around from place to place and irreparable harm done by urban renewals before they are found by these caseworkers.

The Federation of Citizens Associations feel that only the Welfare Department has the know-how to handle these problems which the Redevelopment Land Agency bungled so badly.

Senator BYRD. Thank you so much for your kind statement.

Mrs. MORRIS. I failed to turn in, also, a copy of the volunteer bulletin Mrs. Williams gets out.

Senator BYRD. Thank you.

Mrs. Schiffer?

LEAGUE OF WOMEN VOTERS OF THE DISTRICT OF COLUMBIA

STATEMENT OF MRS. BENJAMIN SCHIFFER, REPRESENTATIVE

GENERAL STATEMENT

Mrs. SCHIFFER. I would like to file a statement on behalf of the League of Women Voters and I shall try to state briefly what it contains.

Our organization studies problems of the District. We believe that the residents of this city cannot shirk their own responsibility and we have therefore appeared this year and on previous occasions before the Appropriations Committee in support of increased taxes.

I would like to tell you about a group of organizations that meet together to discuss ways of meeting our revenue problems and I would like to point out that the League of Women Voters was the organization that took the initiative in calling these organizations together.

FEDERAL PAYMENT

However, we feel, at the same time that we support increased taxes that the Congress has an obligation to provide an adequate Federal payment and we request appropriation of the full amount and restoration of amounts authorized but not previously appropriated.

DEPENDENCY AND LOW INCOMES IN DISTRICT OF COLUMBIA

However, in looking at our city, we find that not only are we the Capital City, but that we are in many ways similar to other large cities suffering the complexities of modern urban life. I would like to point out some figures that I do not believe have been previously put in the record. It is estimated that almost one-third of all families and unrelated individuals in the District are living on incomes of less than $3,000 a year and that one-half of the children in the elementary schools come from families which cannot meet their basic health and welfare needs without some community assistance and it is against this background that we think the budgetary needs must be considered.

DEPENDENCY AND LOW INCOME

Our organization this past year studied this problem of dependency and low income in the District, and we believe that it can only be solved through a broad approach of improving the educational facilities, the public health facilities, and the welfare—trying to solve some of the welfare problems.

With regard to welfare, we feel that we should try to prevent, as much as possible, people from having to resort to welfare, and this year we have planned to study prevention and rehabilitative programs.

However, I would like to point out that with regard to the present welfare program, as you will probably hear from Mr. Shea tomorrow, the amounts that are now given are based on 100 percent of the 1957 low budget. I am sure Mr. Shea can point that out to you and we certainly do not think that is excessive.

I would like to mention two points with regard to the Health Department that we think are important in terms of prevention. One is the amount for a mental health clinic in Southeast and one is the dele-

tion by the House of an amount to provide care in the well-baby clinics. We think that prevention is important and we would like to stress this.

We appreciate what you are doing and we believe that this problem of low income in the District is extremely important and needs to be attacked.

Senator BYRD. Thank you, Mrs. Schiffer, for a very fine statement.

(The complete statement of Mrs. Schiffer follows:)

STATEMENT BY THE LEAGUE OF WOMEN VOTERS OF THE DISTRICT OF COLUMBIA PRESENTED BY MRS. BENJAMIN SCHIFFER

The League of Women Voters of the District of Columbia is happy to appear before the new chairman of the Senate Subcommittee on Appropriations for the District of Columbia. From the newspaper accounts, we are aware of your efforts to acquire a first-hand knowledge of the District and we appreciate your interest.

The local league membership of over 700 women devotes itself to the problems of government and to improving the quality of citizen participation in governmental affairs. The opinions we express to you are based on the objective research of our study groups followed by widespread membership discussion. Appropriations for District departments and their financing have long been of great concern to us. We are therefore grateful for this opportunity to present our members' views on the District budget for the fiscal year 1962.

The League of Women Voters believes strongly that requests for appropriations carry with them the obligation to consider the sources of revenue. We believe that the residents of this city cannot shirk their own responsibility and we have therefore appeared this year, as on previous occasions, before the appropriate congressional committees in support of increased taxes. At the same time we feel that because of the unusual circumstances resulting from our being the Nation's Capital, the Congress has an obligation to provide an adequate Federal payment. The amount of $30 million approved by the House of Representatives is a great step forward, but appropriation by the Senate of an increased amount is important if we are to meet our urgent needs and fulfill the expectations the Nation has with respect to its Capital. We earnestly request appropriation of the full amount of the authorized appropriation for this year and in addition, restoration of the amount authorized, but not previously appropriated.

In looking at our community we find that not only are we the Capital City, but also that we are in many ways similar to other large cities, suffering the complexities of modern urban life. The broad avenues and Greek pillars are combined with poor neighborhoods, peopled with large numbers of dependent and low-income families. It is estimated that almost one-third of all families and unrelated individuals in the District are living on incomes of less than $3,000 a year and that one-half of the children in the elementary schools come from families which cannot meet their basic health and welfare needs without some community assistance. It is against this background that the budgetary needs must be considered.

Three areas in which reductions were made by the House of Representatives in the budget as originally sent by the President are of particular concern to us: First, cuts in the amounts requested by the schools; secondly, the deletion of funds for the Northwest improvement program; and thirdly, some rather small, but to us significant cuts in the budgets of the Health Department and the Commissioner's Council on Human Relations. In addition, we would like to underline the importance of retaining the amounts for the Welfare Department as approved by the House.

Schools

From the long-range viewpoint, improvement of educational facilities is the basic means of raising the human level of our community. In today's world, a good education has come to mean much more than just the providing of physical facilities. Recognition of individual differences and the removal of obstacles which stand in the way of a child's learning ability are as much a part of the educational facilities a school system must provide as are the desks and the books. Attention to these problems cannot be considered a "frill."

We feel that it is an essential part of sound educational programing to provide the necessary facilities for identifying the causes of learning disabilities, for modifying the educational plan as required and for assisting parents in obtaining any additional help which may be required. Smaller classes, in which children can receive more individual attention, are an integral part of this approach. The large number of children from dependent families further increase our need for special services.

We therefore strongly urge the restoration of the positions deleted by the House for 17 additional elementary school teachers, 14 junior high school positions, and 14 counselors. In addition, we support a building program which will insure sufficient space for teachers and pupils. We would like to call particular attention to the relatively small amount deleted for improvements to the physical facilities at the Teachers' College, and hope this amount can be restored.

Northwest improvement program

The league deplores the deletion from the budget before you of the amounts in the several departments which had been requested to set up the Northwest improvement program. This program was planned to improve social and physical conditions in the second precinct area through intensified work on building inspections and raising the standards of housing and environmental conditions. The approach, which to us seems eminently sound, is aimed not only at the physical improvement of housing and public spaces, but also at the rehabilitation of those families in the area who require assistance. We sincerely hope that a way can be found to restore the deleted funds to the Health, Welfare, Recreation, and other departments concerned, so that this creative step in housing and social planning can go forward.

Health Department

We regret to find that the amount requested for setting up a mental health team in the Southeast has been deleted. As you know, the budget before you includes close to $16 million for the care of District residents at St. Elizabeths Hospital, in addition to amounts needed for psychiatric services at District of Columbia General Hospital. The relatively small amounts requested for preventive care would be a major investment both from the human and the economic viewpoints.

We are also distressed to find that the amount requested for improving services in the well-baby clinics has been deleted. The increased load these clinics have had to carry without a corresponding increase in staff has meant a steady dilution in service. At the present time an average of only 7.3 minutes per visit can be spent by a physician with each child. We are certain we can do better than this assembly-line procedure.

Council of Human Relations

We hope that you will restore the small amount deleted for the work of the Council on Human Relations. The work done by the Council and its staff is basic to improving opportunities for all people in the District and should be encouraged.

Welfare Department

We request that the budget for the Welfare Department not be reduced. This is the agency of the District government with the most immediate relationship to the dependency problem. We are concerned that there be a program which can offer not only adequate financial assistance in all cases of true need, but one which can give the social services required to prevent family breakdown, strengthen family living, and help restore public assistance recipients to self-care and self-support wherever possible.

Thank you for hearing our views.

WASHINGTON URBAN LEAGUE

STATEMENT OF WALTER B. LEWIS, REPRESENTATIVE

Senator BYRD. Mr. Lewis, you have 5 minutes.

Mr. LEWIS. I am wearing three hats and I think I can save you some time. I would like to file for the record the statement of the

Far Northeast Council, as well as that of the Deanwood Civic Association.

Senator BYRD. They will be filed for the record.

(The statements referred to follow:)

STATEMENTS OF THE DEANWOOD CIVIC ASSOCIATION AND FAR NORTHEAST COUNCIL

DEANWOOD CIVIC ASSOCIATION, INC.,
Washington, D.C., August 17, 1961.

Hon. ROBERT C. BYRD,
Chairman of the Senate Appropriations Subcommittee for the District of Columbia, U.S. Senate, Washington, D.C.

SIR: As residents of the District of Columbia the members of the Deanwood Civic Association, Inc., are gravely concerned over the serious consequences that would befall our city, the Nation's Capital, as a result of congressional denial of the reasonable and conservative budget requests of our Board of Commissioners. It is our firm belief that virtually all of the facilities, services, and programs dependent upon congressional approval of a city budget of about $273 million are, in fact, minimal and essential requirements if our city is to maintain its current status; cope with new and urgent urban problems; and eventually achieve its envisioned status as a model capital city. This is especially so with respect to those items anticipated in the plea by the Commissioners for restoration of at least a portion of those funds denied by the House for the operation and administration of our city. The Deanwood Civic Association, Inc., accordingly, respectfully urges that you and your committee give careful and favorable consideration to the requests of the Commissioners, who will be supported by various representatives of community groups which like our association share a common goal: that the District of Columbia continue to progress and become the Capital City par excellence.

With respect to financial support for the budget, the Commissioners have already implemented measures to increase real estate taxes and have considered other revenue measures. We endorse their request for full Federal payment as already authorized under congressional action and feel that this request is neither unfair nor unreasonable.

We have observed with much pleasure your apparent interest in District affairs and believe that this interest will be translated into effective action which will result in greater progress in the Nation's Capital.

Very truly yours,

M. MARIE ROGERS, *President.*

STATEMENT BY CHARLES M. ROGERS, PRESIDENT, THE FAR NORTHEAST COUNCIL, WASHINGTON, D.C.

The Far Northeast Council, representing 13 organizations east of the Anacostia River in Northeast and Southwest Washington, wishes to request your endorsement of the following items which are of vital importance to our community.

Our section of Washington, with over 100,000 residents, has no swimming facilities, either public or private, within its boundaries. Since recreation is an important segment in the youth fitness program and swimming plays an important role in the recreation program for all our citizens, both young and old, we urge the committee to restore the necessary funds for the construction of a swimming pool in region G of the Recreation Department, the only region in the city without a swimming pool.

We also request restoration of $422,000 for the construction of the Capitol View Branch Library. This branch is a much needed and much desired facility in a community of 35,000 citizens with no other library service except two bookmobile stops. In 1961 the book circulation at these two stops was 42,945 which is the highest count of any in the city.

School construction is of the utmost urgency in our community. It is expected that three of our elementary schools will be on part-time in the fall, the Kenilworth, the Kimball, and the Nalle. The funds in the budget for the addition to Davis School will relieve the situation at Kimball as well as at Davis and Plummer, all of which will be severely overcrowded this fall. The Nalle will be expected to serve the children who will move into that community as a result of

the construction of the East Gate Gardens, a public housing project. With this large influx into Nalle, already on proposed part time, you must see the acute need for the funds for the school at 53d and C Streets SE. to relieve the situation.

The three junior high schools, already over capacity, will be extremely overcrowded by the fall of 1962. Woodson and Miller will be 150 percent of capacity and Sousa will be 135 percent. This will no doubt mean that one or more of these schools will be forced onto a part time schedule for there is no senior high school available to relieve these schools. The children of this community must not be handicapped in this manner and we urgently request your support of the funds for the construction of the Evans Junior High to help ease this critical situation.

We are aware that there are other budgetary items of importance to our area, but the aforementioned items are, in the opinion of the members of the council, those most vitally needed for the well-being of the citizens east of the Anacostia.

SUMMARY OF STATEMENT OF MORTIMER C. LEBOWITZ

Mr. LEWIS. I also would like to file for the record the complete statement of Mortimer C. Lebowitz, president of the Washington Urban League, which I shall not read, but there is one portion I would like to emphasize.

COUNSELING AND GUIDANCE SERVICE

Among the items appealed in the budget before you is the sum of $96,000 for counseling and guidance services in the elementary and secondary schools. Counseling in general and vocational guidance in particular, not only in the public schools in the District of Columbia, but across the land, are major weaknesses in programs designed to educate our youth for full social usefulness. The Washington Urban League, which traditionally has placed great emphasis on guidance, feels that the funds requested are minimal and totally inadequate for the job so vitally needed.

We have no great argument with those persons, in and out of this community, who would like to place greater stress on the fundamentals of "reading, 'riting, and 'rithmetic," but we are also convinced that the institution of strong programs in these areas is only the beginning for providing a complete program.

Quite apart from the addition of "frills," as the House committee called it, an adequate program of guidance and vocational counseling is an absolute necessity for both stimulating and turning out useful citizens. The strong justification for this need is found in (1) the wide range of scholastic aptitudes and social and home backgrounds represented in the youth of this community, and (2) the high percentage of pupils who fail in one or more subjects and are dropped out of school, and (3) the vast confusion and hopelessness most pupils face in seeking assistance in selecting and planning a curriculum, in adjusting to different social values, in preparing for careers, in selecting colleges and other institutions of postgraduate training, in job hunting, and all the other ancillary problems concomitant with preparing for useful adult lives.

NEED FOR GUIDANCE

Many of the youth of this community have no access to needed guidance or sources of incentive at home, in their neighborhood, in their church, or anywhere else in their community, except at school. Our dependency rolls are mounting daily; delinquency and crime

among young people and adults are most serious problems; and the genesis of problems of so many of these people is directly traceable to the lack of guidance and preparation for useful adult life in their formative years.

For years we have made some attempt to provide vocational guidance at the senior and junior high school level, but these services, in nearly every case, have been too little and too late. We urge this committee to insist that adequate amounts be placed in this and future budgets for the staffing of a materially enlarged corps of guidance counselors in our public schools at each of the several levels.

COUNSELORS FOR ELEMENTARY SCHOOLS

The budget submitted to Congress includes funds for 10 counselors at the elementary school level. This new program is a recognition that assistance in social adjustment must begin long before the pupil reaches the secondary school level. We cannot treat problems of our teenagers which could have been identified during and allowed to grow through 6 years of elementary schooling with much hope of doing more than holding the line, and we have been doing a poor job of that.

Since most of the problems exhibited by pupils are home centered and symptomatically show up in the learning process as lack of interest, unruly conduct, poor learning habits, and the failure to master basic skills, the classroom teacher is poorly equipped and short of time to even approach the solution of the scholastic problems of her pupils while at the same time giving adequate consideration to their emotional and personal problems.

The educational slice of the District budget is enormously large, as it should be; but unless we adequately provide for a complete program of guidance and counseling we will continue to waste our most valuable assets—human resources. This waste of our youths' talent is a luxury we can no longer afford in our fight for survival.

I thank you for this opportunity to present the views of the Washington Urban League.

Senator BYRD. Thank you, Mr. Lewis, for a very fine statement.

(The complete statement referred to follows:)

STATEMENT OF THE WASHINGTON URBAN LEAGUE

Mr. Chairman, members of the District of Columbia Appropriations Subcommittee, I am Mortimer C. Lebowitz, president of the Washington Urban League, on whose behalf I appear today to present a statement on the District of Columbia appropriations for the fiscal year 1962. The Washington Urban League is glad to have this opportunity to join again with fellow citizens in an expression of opinion on budgetary affairs of our community.

The Washington Urban League, an interracial social service organization, works to improve living and working conditions among Negroes and it seeks to improve understanding and cooperation between Negro and white members of the Washington community. It is within the philosophy and program of the league that I present this statement.

GENERAL BUDGETARY CONCERNS

At the outset may I state that the urban league endorses the appeals of the several District of Columbia departments relative to the school lunch program, the enlarged school site for the new elementary school at 53d and C Streets SE., the new Eliot Junior High School, the proposed program to remodel, reequip, and convert various rooms for science instruction at four specified high schools, the 17 elementary and 14 junior high school teachers, and the program of the Office of Urban Renewal which is designed to carry out a program for improv-

ing living and social conditions in that part of the Northwest urban renewal area which is not slated for early renewal action under the national urban renewal program. We would like also to request that the $71,200 requested by the Department of Public Welfare for temporary medical care program at Junior Village be included in the 1962 budget. The Department has been able to borrow 15 staff positions from District of Columbia Village to provide care for the sick children of Junior Village. At the present time the Department is requesting 15 additional positions so that it will be able to transfer this borrowed staff back to District of Columbia Village. We feel that the medical care of both young and old clients are essential to their rehabilitation; therefore, we endorse the Department's request for $71,200 because be believe that unless the health of the patients can be provided by the Department, we will handicap their social adjustment in these institutions.

Each of these items is vital and fundamental to the nonwhite population of the city in particular and to the community in general. They have been thoroughly documented before you by the appropriate District department and have or will be supported by most of the organized citizenry before this committee.

VOCATIONAL GUIDANCE

I would like to take the rest of the time allocated to me to discuss a municipal concern that is one of the most urgent problems faced by the young people of this community. From here, among the items appealed in the budget before you is the sum of $96,000 for couseling and guidance services in the elementary and secondary schools. Counseling in general and vocational guidance in particular, not only in the public schools in the District of Columbia, but across the land, are major weaknesses in programs designed to educate our youth for full social usefulness. The Washington Urban League, which traditionally has placed great emphasis on guidance, feels that the funds requested are minimal and totally inadequate for the job so vitally needed. We have no great argument with those persons, in and out of this community, who would like to place greater stress on the fundamentals of "reading, 'riting, and 'rithmetic," but we are also convinced that the institution of strong programs in these areas is only the beginning for providing a complete program. Quite apart from the addition of "frills," as the House committee called it, an adequate program of guidance and vocational counseling is an absolutely necessity for both stimulating and turning out useful citizens. The strong justification for this need is found in (1) the wide range of scholastic aptitudes and social and home backgrounds represented in the youth of this community, and (2) the high percentage of pupils who fail in one or more subjects and are dropped out of school, and, (3) the vast confusion and hopelessness most pupils face in seeking assistance in selecting and planning a curriculum, in adjusting to different social values, in preparing for careers, in selecting colleges and other institutions of postgraduate training, in job hunting, and all the other ancillary problems concomitant with preparing for useful adult lives.

Many of the youth of this community have no access to needed guidance or sources of incentive at home, in their neighborhood, in their church, or anywhere else in their community, except at school. Our dependency rolls are mounting daily; delinquency and crime among young people and adults are most serious problems; and the genesis of problems of so many of these people is directly traceable to the lack of guidance and preparation for useful adult life in their formative years. For years we have made some attempt to provide vocational guidance at the senior and junior high school level, but these services, in nearly every case, have been too little and too late. We urge this committee to insist that adequate amounts be placed in this and future budgets for the staffing of a materially enlarged corps of guidance counselors in our public schools at each of the several levels.

The budget submitted to Congress includes funds for 10 counselors at the elementary school level. This new program is a recognition that assistance in social adjustment must begin long before the pupil reaches the secondary school level. We cannot treat problems of our teenagers which could have been identified during, and allowed to grow through, 6 years of elementary schooling with much hope of doing more than holding the line, and we have been doing a poor job of that. Since most of the problems exhibited by pupils are home centered and symptomatically show up in the learning process as lack of interest, unruly conduct, poor learning habits, and the failure to master basic skills, the classroom teacher is poorly equipped and short of time to even ap-

proach the solution of the scholastic problems of her pupils while at the same time giving adequate consideration to their emotional and personal problems. The educational slice of the District budget is enormously large, as it should be; but unless we adequately provide for a complete program of guidance and counseling we will continue to waste our most valuable assets—human resources. This waste of our youth's talent is a luxury we can no longer afford in our fight for survival.

I thank you for this opportunity to present the views of the Washington Urban League.

Senator BYRD. We are sorry that one witness will be discommoded by having to come back this afternoon.

We are going to recess now until 2 o'clock.

(Whereupon, at 12:30 p.m., the hearing was recessed to reconvene at 2 p.m., the same day.)

AFTERNOON SESSION—THURSDAY, AUGUST 17, 1961

Senator MCGEE. The committee will resume its public hearings and the first witness is Mrs. Jack Gottsegen, National Council of Jewish Women.

I would again mention the custom of the hearing that insofar as possible it will be better if you can skim the cream of your comments and project them to us; it will be very much appreciated. We would like to hold all statements to 5 minutes or less, but any lengthier statements you have will be filed in their entirety and will appear in the printed record.

NATIONAL COUNCIL OF JEWISH WOMEN

STATEMENT OF MRS. JACK GOTTSEGEN, WASHINGTON SECTION

GENERAL STATEMENT

Mrs. GOTTSEGEN. Senator, we have tried to cooperate with your request and I have cut my statement down to 5 minutes, so if I may just read it.

Senator MCGEE. Please do.

Mrs. GOTTSEGEN. Thank you.

I am Mrs. Jack Gottsegen, representing the Washington section of the National Council of Jewish Women. Our coordinated program of volunteer services and social action has familiarized us with some of the unmet needs in our community. Because we realize that services we support must be adequately financed, we have studied both District of Columbia revenue and appropriation bills for many years. We appreciate this opportunity to again appear before this committee to comment briefly on the 1962 budget. We are particularly concerned with the loss of funds for items we supported at public hearings held by the Commissioners and the House Appropriations Committee which have not been included in the House appropriations bill.

HOUSING CODE ENFORCEMENT AND THE NORTHWEST CONSERVATION PROJECT

Through our study programs and guided tours we are aware of the urgent need to improve housing conditions and family life for all our residents and to stem further blight in the city. We therefore supported the additional housing inspectors, plus all other requests for the so-called Northwest conservation project in the second precinct

that have been disapproved in the House. Past experience with low-income families in this city has indicated that merely providing families with better housing may be only one step in the solution of their problems. Many of these families need additional help to improve their living and social patterns and this project has been planned to stem further deterioration by providing intensive services from various departments until the area is in the actual process of redevelopment or rehabilitation. We therefore strongly urge the restoration of $258,000 so that these services may be made available by the Departments of Health, Welfare, Sanitary Engineering, Housing, Division of Licenses and Inspections, and the Office of Urban Renewal.

PUBLIC SCHOOLS

In our testimony before the House Appropriations Subcommittee, we supported the Commissioners' requests for 80 additional teachers. Only 63 were approved. This means that teachers needed to bring us closer to our long-sought goal of 30-to-1 pupil-teacher ratio will not be available for fiscal 1962. We earnestly urge this committee to restore the additional funds needed for 17 teachers, so that we may come closer to the 30-to-1 standard.

We also urge that you consider restoration of the funds for the 10 elementary school counselors, disapproved by the House. While we are delighted that the House approved the objectives of the Amidon School project, we do not believe that this emphasis on improving our teaching methods is in contradiction with the request for counselors. We believe these counselors will play their part in improving our educational program through the specialized help they can give teachers with children who have emotional, learning, or family problems.

We also support the restoration of funds for 14 junior high school teaching positions, cut by House action. Even these 14 teachers will not provide for the standard pupil-teacher ratio of 25 to 1 set by our Board of Education, and we are very disappointed that the 70 requested in the original budget message was not approved.

FEDERAL PAYMENT

And finally, we are deeply concerned with the increasingly critical financial status of the District of Columbia. We have testified in previous years in support of increased taxes to help meet our rising costs. Such testimony would not be in order before this committee, but we would like to urge your serious consideration of the need to increase the appropriation for the Federal payment to the District. Our taxes have steadily increased and broadened in base, and we are willing to pay still more for needed services and programs, but we sincerely believe that the present Federal payment is inadequate and is seriously hampering our officials in their attempts to provide a municipal program which will meet the pressing needs in this community. Our changing population has brought about greatly increased demands for schools, health, and welfare services. This is not unique, of course, since many other large cities are facing this same problem. Moreover, we believe that our fellow citizens throughout the country are as interested in their Capital City as we who live here. Like them, we pay Federal taxes and we believe that they, too,

would not consider that money is ill spent when it is used to help provide for adequate schools, health, welfare and better housing conditions for the residents of the Federal City.

We often hear that this city belongs to all the people of the United States. We agree with this, but point out that slums, crime, inadequate educational and health facilities are part of the image of the Nation's Capital. We are convinced that all citizens would also understand that the absence of heavy industry here and the large tax-exempt land area require the help of both residents and nonresidents to maintain a city of which all Americans can be truly proud. Our conviction seems to be well founded as evidenced by the statement of the Federal City Council beginning on page 1292 of the House hearings which cites editorials throughout the country on this subject. We therefore urge your approval, not only of the full authorization of $32 million, but of some of the additional funds not appropriated in previous years which are urgently needed to allow us to cover the requested restorations and other expenses for the maintenance of our Capital City.

Thank you, sir.

FOCUS OF DIFFICULTY IN DISTRICT OF COLUMBIA APPROPRIATIONS

Senator McGee. I want to thank you for that statement and its forthrightness and to congratulate both you and the National Council of Jewish Women, whom you represent. You bring in focus, it seems to me, something that Washington as a capital suffers from: No. 1, there is a tendency on the part of some public servants in the community to try to save money at Washington's expense because it doesn't happen to represent a home constituency. Therefore, the city occasionally suffers from flourishes of what I would regard as false economies.

No. 2 is another point which you bring into focus when you talk about making this a city of which all Americans can be proud. Our opportunity here in Washington, indeed our responsibility, is not to make the conditions in Washington comparable to those in Philadelphia or in New York or in Houston, Tex., but to make them the very best possible because a far larger proportion of the peoples from around the world that may visit us are going to see Washington than ever see any one of those other communities. If anything we need to lean over a little bit farther, rather than to try to draw parallels or do no better than they do.

I think this tendency is too prevalent, that we want to make sure that we are not too good. It is an unfortunate one and a repressive one. One of the ways in which we could have a little greater flexibility, I think, is to observe your concluding point that the Federal payment, whatever else, is certainly not too high. The $32 million, in my judgment, in all fairness ought to be still higher and even then we would not be exceeding our proper relationship to the cost here in the District.

Mrs. Gottsegen. Thank you very much, Senator.

Mrs. Mizen. Now, I am going to ask Dr. Howarth and the areas 1, 2, and 3 representatives of PTA to come forward. They are Mrs. Blackwell, Mrs. Freeman, Mrs. Craver, and Mrs. Morris.

If they are not here, representatives of areas 4 and 5 may come forward, and I will let Dr. Howarth organize the presentation.

PREPARED STATEMENT

Senator McGEE. Here is a statement from the Friendship Citizens Association which may be entered in the record at the close of the discussion on general budget matters.

(The statement referred to follows:)

STATEMENT OF THE FRIENDSHIP CITIZENS ASSOCIATION

At a meeting of the Friendship Citizens Association on February 27, 1961, this statement to Congress was authorized concerning the fiscal year 1962 budget estimates for the government of the District of Columbia:

FEDERAL PAYMENT

The association feels that added tax burdens should be contingent upon the Federal Government's accepting its share of the burden as represented by the authorized $32 million Federal payment. The association urges appropriation of the full $32 million and the additional $4 million of prior year deficiencies, as requested by the Commissioners to finance the 1962 budget estimates.

The present contribution of the Federal Government results in an inequity to the District taxpayers because of the large proportion of the physical assets of the District devoted to enterprises of the Federal Government. Anything less than a proportionate share of the added burden between the District citizens and the Federal Government is not warranted.

INCREASED REVENUES PROPOSED BY COMMISSIONERS

1. *Increase in sales tax from 2 to 3 percent.*—This measure is supported because—

(*a*) It enables everyone who obtains some benefit, either by residing, working, or visiting in the District, to bear some of the responsibility for the cost of running the District;

(*b*) It is the type of tax measure particularly suitable to the District because of the thousands of nonresidents who make their living in the District but who do not contribute taxwise to the District; and

(*c*) It is also particularly suitable because of the large number of tourists who visit here for short periods; a sales tax would be one of the most innocuous ways for them to help pay for the benefits they enjoy here.

2. *Increase of 25 cents per gallon in alcohol and spirits tax.*—The association favors the proposed increase in the alcohol and spirits tax. In addition to the justification for taxing such luxury items, the sales price of these items is so much lower in the District than in neighboring States (including New York and Pennsylvania), that the proposed tax will not do harm to this segment of the business community. Also, we believe that there are valid public policy reason for increasing this tax higher than the proposed 25 cents per gallon because of the abnormally high per capita sales rate in the District.

3. *Increase in beer tax from $1.30 to $3 per barrel.*—The association's position on the alcohol and spirits tax increase is reiterated as being applicable in like manner to the beer tax.

4. *Cigaret tax from 2 to 3 cents per package.*—The association favors the proposed increase in the cigaret tax because even with the proposed increase the cigaret tax rate will be much below the level of the tax rate in neighboring Eastern States.

5. *Exemptions on unincorporated businesses.*—The present exclusion from the definition "unincorporated business" should be removed from the business franchise tax law to bring in personal service businesses. The association agrees that there is no good reason for taxing only certain types of business.

6. *Payment of taxes with annual return.*—It seems satisfactory to move up the time of payment in accordance with the customs in other jurisdictions.

It is emphasized that we support enactment of the taxes endorsed above only to the extent necessary for raising the $10 to $12 million requested in the Commissioners' "Summary of Staff Recommendations on Budget Proposals,"

plus necessary additional costs developed since the date of such recommendation, for example: added snow removal costs.

RICHARD A. WILLIAMS,
President,
RAYMOND N. BAKER,
Chairman, Budget and Tax Committee.

FEBRUARY 27, 1961.

PUBLIC SCHOOLS

DISTRICT OF COLUMBIA CONGRESS OF PARENTS AND TEACHERS

STATEMENT OF DR. ELLIS HAWORTH, LEGISLATION COMMITTEE

INTRODUCTION OF WITNESS

Dr. HAWORTH. Mr. Chairman, my name is Ellis Haworth. I am chairman of the Legislation Committee of the District of Columbia, Congress of Parents and Teachers. The first spokesman for our group will be the president of our organization, Mrs. Arthur M. Blacklow.

DISTRICT OF COLUMBIA CONGRESS OF PARENTS AND TEACHERS

STATEMENT OF MRS. ARTHUR M. BLACKLOW, PRESIDENT

GENERAL STATEMENT

Mrs. BLACKLOW. Gentlemen, I am Mrs. Arthur M. Blacklow, president of the District of Columbia Congress of Parents and Teachers, and, sir, I really have just the cream.

The PTA speakers who follow me represent 45,000 parents, teachers, and youth of our city. Their views and requests are based on the PTA action program which was adopted by the delegates to our annual convention in May of 1961.

In asking for improvements in our school system, we are carrying out the main objective of the parent and teachers' association, the welfare of our youth, in whom rests the future of our Nation.

We firmly believe that our requests are minimum and vital and we are hopeful that you will grant all of them.

Thank you.

Senator MCGEE. I would say that you really struck the cream. I couldn't agree with you more.

Mrs. BLACKLOW. Thank you.

Dr. HAWORTH. The next spokesman, Mr. Chairman, was Mr. Charles Freeman, who had other appointments and was unable to be here but he has presented a written statement.

Senator MCGEE. It will appear as part of the record intact.

(The statement referred to follows:)

STATEMENT OF CHARLES B. E. FREEMAN

Mr. Chairman and members of the committee, I am Charles B. E. Freeman, legislative chairman of Area Council 2A, of the District of Columbia Congress of Parents and Teachers.

We cannot regress in these times; nor can we mark time. Steady progress is mandatory in our District of Columbia educational system but there cannot be progress when financial adjustments sacrifice urgent and worthy necessities of our educational system. There are, we recognize, competing interests for the potential revenue. We maintain that the high degree of importance of the requirements of our District of Columbia school system gives them a deserving

weight in the scale of competing interests—if not some degree of priority. There have been too many incursions in the requests to satisfy basic and minimum needs and we are confident that this understanding and courageous committee will insist upon that consistent progress which is dictated by the sociodynamics of this era.

A. PUPIL-TO-TEACHER RATIO

Only 63 of the elementary teachers requested to reduce the pupil-teacher ratio have been allowed by the appropriations of the House of Representatives.[1] Fifty-four additional teachers are required to bring the pupil-teacher ratio to the approved 30-to-1 level. The cost is approximately $209,926 but this is a modest sum when nearly two-thirds of the classes exceeded 30 pupils and this involved over three-fourths of the elementary pupils.[2] Unquestionably, the evident disadvantage to the pupils in the overcrowded classes should be rectified—and this, apart from considerations relating to the equally evident disproportionate burden of teaching the overcrowded classes.

We urge this committee's approval of the 80 teachers authorized in the budget as well as the 37 additional teachers required to reduce the pupil-teacher ratio to 30 to 1.

B. ELEMENTARY SUPERVISORS

Three elementary supervisors have been allowed in the appropriations by the House of Representatives. We request funds for three additional elementary supervisors at a cost of approximately $20,904. This will make a total of 12 supervisors. Even this total is far from sufficient because there must be supervision of at least 2,438 teachers which gives an average of approximately 203 per supervisor. The recommended standard is 75 teachers per supervisor.

We believe that an effective way of knowing what is actually happening in the class is the purposeful and regular observation by professionally competent supervisory officers. This program complements the effort to raise the level of pupil achievement throughout the system.

We, therefore, urge this committee's approval of three additional elementary supervisors to assist in observing and evaluating the classroom techniques.

Dr. HAWORTH. Then, our third spokesman is Mrs. Harvey Craver, representing area 2, B council.

Mrs. Craver.

DISTRICT OF COLUMBIA CONGRESS OF PARENTS AND TEACHERS

STATEMENT OF MRS. HARVEY O. CRAVER, LEGISLATIVE CHAIRMAN, AREA 2, COUNCIL B

GENERAL STATEMENT

Mrs. CRAVER. Honorable Chairman and members, I am Mrs. Florence Craver, legislative chairman of area 2, council B.

Dear Senator Byrd and committee members—Senator McGee, I see it is today.

Senator MCGEE. Well, we will relay the message to Senator Byrd.

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[1] Needed to bring the pupil-teacher ratio to the approved 30 to 1 are 117 elementary teachers at a cost of approximately $606,623. This is $279,926 more than appropriated by the House. The goal of 30 to 1 has been sought over the past several years but has not yet been achieved. The ratio is a reasonable guide on the elementary level but it must be understood that the ratio does not mean every class of 30 pupils.

[2] There were 1,385 classes, or 65.8 percent, with enrollments exceeding 30 pupils as of October 1960. A total of 47,246 children, or 76.6 percent of the elementary population, were involved. There were 3 classes having 45 or more pupils, 44 having from 40 to 44 pupils, and 494 having from 35 to 39 pupils. Comparatively, nearby areas had pupil-teacher ratios as follows:

Prince Georges County, Md.	32.5
Montgomery County, Md.	28.4
Falls Church, Va.	28.3
Arlington, Va.	27.5
Alexandria, Va.	27.0

Mrs. CRAVER. When we appeared before the House subcommittee in June, Area 2, Council B of District of Columbia Congress of Parents and Teachers requested a total of $195,293 for supervisory services. We considered such services to include principals, assistant principals, counselors, supervising director, and assistant supervising directors.

SUMMARY OF REQUESTS

These requests were for:

(1) In elementary schools, 10 counselors, 3 principals, 3 supervisors and annualization of other positions.

(2) In junior high schools, 1 principal and 3 assistant principals.

(3) In senior high schools, 3 counselors.

(4) In adult education and summer schools, 1 assistant director and part-time teachers.

(5) Serving all school levels, 1 supervising director and 1 assistant supervising director.

Seemingly our statement of facts to back up such a request was not lucid enough—at least there was a considerable elimination of moneys needed for the very necessary supervising services. With an ever-increasing school enrollment more need for summer school to help the basic groups keep a fair balance between their chronological age and grade levels, and with new and changing curriculums because of scientific data needed to be added almost daily, we had hoped for the entire total.

RESTORATION REQUESTED

So we are requesting the Senate subcommittee to consider these needs and restore the deletions made by the House subcommittee:

(1) Part-time teachers for summer schools, adult and evening schools	$52,334
(2) Counselors in elementary and senior high schools	83,045
(3) Supervisory services in general:	
Assistant principals for junior high school	25,118
Evening school principals	968
Supervising director for curriculum	9,252
Assistant director for curriculum	7,693
Total	178,410

We feel that in these troublous times the money spent for the best possible school personnel will give the educational advantages to our growing youth what will serve them best as our next generation of citizenry will need to face up to world problems.

Thank you kindly for giving us time to bring this to your attention.

Dr. HAWORTH. The next speaker from our group will be Mrs. Morris, representing area 3, B Council.

DISTRICT OF COLUMBIA CONGRESS OF PARENTS AND TEACHERS

STATEMENT OF MRS. VIRGINIA MORRIS, VICE PRESIDENT IN CHARGE OF AREA 4

GENERAL STATEMENT

Mrs. MORRIS. Mr. Chairman, members of the committee, I am Virginia Morris, vice president in charge of area 4, District of Columbia Congress of Parents and Teachers, speaking on behalf of area 4. More than one-third of the total membership of the District of

Columbia Congress of Parents and Teachers lives in area 4, which is basically that large section of the city east of the Anacostia River. Due to the rapid development of this area over the past 20 years and the present building boom of both publicly and privately financed low-cost housing, it has been impossible to provide schools to meet the needs of the community.

CAPITAL OUTLAY PROJECTS

The capital outlay section of the 1962 school budget contains three projects for area 4 that are urgently needed. We call your attention to (1) the addition for the Davis Elementary School, (2) the construction of a new junior high school (Evans) at 5600 East Capitol Street, and (3) the funds for site and plans for a new elementary school at 53d and C Streets SE.

At the present time, the oversized enrollment at the Davis Elementary School has required the placement of classes in the basement of the building, the library room, and two classes in the multipurpose room. Two neighboring schools, Kimball and Plummer, are also overcrowded. In fact, Kimball has classes meeting in 12 substandard rooms, including 3 classes in the auditorium and 4 in the multipurpose room. Four of the Kimball classes are in session on a part-time basis. The situation in this vicinity will not improve as a privately owned apartment development for low-income families almost adjacent to Kimball is to be completed in the fall of 1961. Our only hope for even a partial solution to the overcrowding at these 3 schools is the projected addition to the Davis School. The $681,000 requested will provide funds for the site, plans, and construction.

Evans Junior High School is needed to meet the steadily increasing junior high population in the Northeast and Southeast areas. The three nearest junior high schools are already overcrowded. More than 300 academic subjects taught in these schools have more than 30 pupils per class. Part-time classes are projected for these schools unless additional classrooms can be built soon. The $2,738,000 for the Evans Junior High School will provide those rooms and facilities so sorely needed.

SITES AND PLANNING

The school administration is asking $180,000 for site and $90,000 for plans and for a new elementary school at 53d and C Streets SE. The Eastgate Gardens public housing development will bring 1,200 minor children into this Marshall Heights area. It is estimated that nearly 500 of these children will be elementary school age. With this many additional children in the community, a new school will be desperately needed. The school administration wishes to purchase a 6-acre tract and draw-up plans for a school to house approxmately 1,000 pupils. Since the public housing development will provide only 1 acre as a play area, we feel it is wise spending of the tax dollar to secure sufficient land in this area where land is still undeveloped and relatively low in price to insure a large playground—one that can be used in the after school hours and on weekends. We wholeheartedly support the request and hope that you will, too.

CAUSES OF OVERCROWDING

We thank you for giving this opportunity to be heard. We feel that the situation in area 4 is critical. The apartment and housing projects being built and planned for east of the Anacostia River are causing many of our schools to be overcrowded. It will be impossible for us to build enough new schools to provide for the expected influx of the next 2 or 3 years. However, the Davis addition, the Evans Junior High School, and the site plans for the elementary school at 53d and C Streets SE. will be a step forward.

In closing, we would like to urge you to give every consideration to the statements presented by many civic groups for restoration of funds for the Capitol View branch public library. We sincerely hope that you will help us bring all of these "dreams" into reality. Thank you.

Senator McGEE. Thank you.

Dr. HAWORTH. Our next speaker, Mr. Chairman, will be Mr. Robert Fields.

Senator McGEE. Mr. Fields.

DISTRICT OF COLUMBIA CONGRESS OF PARENTS AND TEACHERS

STATEMENT OF ROBERT A. FIELDS, CHAIRMAN OF THE LEGISLATIVE COMMITTEE OF AREA 4, B COUNCIL

GENERAL STATEMENT

Mr. FIELDS. Thank you very much. Good afternoon, Mr. Chairman.

I am Robert A. Fields, chairman of the Legislative Committee of Area 4, B Council, of the Parent-Teachers' Association, and in this representative capacity, and as a parent of two high school age children, I would like to speak in support of the requested expansion and extension of the public summer school program.

SUMMER SCHOOL PROGRAM

The summer school program of the District of Columbia school system is in dire need of expansion, as, at the present time, there is basically no provision made for advanced work for the average and the gifted students. As summer school program of generally 6 weeks' duration is in most of the comparable city school systems a normal adjunct to the ordinary two-semester school system and is used for remedial, enrichment, and advancement purposes. The summer school program of the District of Columbia school system is deficient when compared to other systems, particularly in respect to providing advanced work for the gifted and the able group of students in the junior-senior high school levels.

Our present summer school program is remedial in nature and is designed primarily to serve students who have failed in one or two subjects or who, for other reasons, are retarded. For example, of the 6,500 students in the 1960 summer school, 4,000 were making up failures and 2,350 were in classes to strengthen them in reading or mathematics, 2,000 of this last group working on the elementary level. Only 150 of the total enrollment were taking advanced work,

either in elementary typing or the new University or Maryland mathematics course.

The fund used for operating the summer program in 1960 was slightly less than $150,000, the same as that available for the 1961 season, which is operating on the same basis as the year before. Next year's program appears to be merely a continuation of the present program.

RESOLUTION SUPPORTING PROGRAM

Our Parent-Teachers' Association, representing over 44,000 dues-paying members, at our annual convention in May of this year unanimously adopted a resolution in favor of expanding the present remedial summer school program to include an enrichment and an advanced program also. We are as much concerned with aiding the able and the gifted student as aiding the retarded or the slow student. It is clear that the educational dollar invested in providing facilities for the able and gifted brings a far greater dividend or return on that investment than the same dollar invested in the slow or retarded group. The present system appears to be penalizing that group that can make the greatest use of education by providing substantial opportunity for the less capable students. To me, there is no logic in this approach and equal opportunity should be offered to both groups.

INTEGRAL PART OF SYSTEM

The PTA believes that the summer school program is an integral part of the regular public school system. It is not a frill or an expensive extra and certainly has proven its worth under many divers circumstances. A student who requires only one or two courses to complete the graduation requirements can save almost a year by attending summer school; a student who finds the five majors carried by the honors track too burdensome can lighten the load by taking one of his majors in the summer course. And, also, it makes more efficient classroom use of the existing classroom space.

Advanced work in math, science, language, and social studies should be made available in order to have a well-balanced program rather than the one-sided unbalanced remedial program presently being offered. The cost of a balanced program is slight, and measured in terms of the benefit to be conferred on the capable student, appears to be a wise investment of the educational dollar.

We earnestly urge this committee to consider and approve the expanded summer school program as originally proposed by the School Board. This program, at an increase of cost of some $65,000, would provide enrichment and advance credit courses as well as the existing remedial program.

I thank you very much.

Senator McGee. So that the record is absolutely clear on this, you are not petitioning in any way that there be any subtraction of funds from the remedial phase of it.

Mr. Fields. Oh, no, this is merely an expansion.

Senator McGee. And it is your conviction that not only can we do both but we must do both in order to keep the balance, this is, take care of the retarded child as well as the superior child.

Mr. Fields. You have stated it very well. Thank you.

Senator McGEE. Thank you.

Dr. HAWORTH. The next speaker for our group will be Mr. Reddick Pree.

DISTRICT OF COLUMBIA CONGRESS OF PARENTS AND TEACHERS

STATEMENT OF RIDDICK H. PREE, LEGISLATIVE CHAIRMAN OF THE AREA 5 COUNCIL

General Statement

Mr. PREE. Mr. Chairman, I am Riddick H. Pree, the legislative chairman of the Area 5 Council of the District of Columbia Congress of Parents and Teachers, inviting your attention to the matters contained in the final budget appropriation relative to capital outlay and permanent improvements of the elementary and junior high schools in the District of Columbia.

We maintain unequivocably that today's world calls for educational standards of the highest caliber, but such standards cannot hoped to be attained in the substandard structures which house the children of the Nation's Capital today.

NEED FOR NEW SCHOOLS

At this point voluminous testimony has been heard by your committee regarding the needs of all branches of the District government, but nowhere is the need so acute for adequate funds for supplying the appropriate structures and the reconditioning and rejuvenation of the existing structures as it is in the public school system of our Capital City. Moneys now spent on road and highway construction to provide a means of ingress and egress for former D.C. residents now living in Maryland and Virginia, but earning their livings in this city would provide more funds for the education of the children of these former residents had the Congress of the United States been lenient and liberal enough to project their sympathies with the people of the District by providing for A–1 educational structures. Had the $36 million been forthcoming many years previously, there would not have been the number of former residents of the District of Columbia that there are today. These people, like those who presently reside here, have children, but they could not continue to suffer and wait for better training facilities while they toiled, knowing full well that the greatest investment in the world is youth. Yet the policymakers of our Nation seemed to give little thought to the youth in the city where these parents make their livelihood.

We, who remain here, are taxpayers and willing to carry our burden as such, but cry out against injustices done to our children who are stifled in their efforts to learn and absorb the knowledge of today's world because of dilapidated and outdated school buildings and few improvements to existing buildings because of the lack of available money to construct new buildings and equip them with the needed items.

HINE JUNIOR HIGH SCHOOL

To pointedly illustrate the meaning of the aforementioned statements, we would be pleased, Mr. Chairman and any other interested committee members, to have you accompany any of us to the site

of the Hine Junior High School to see for yourself the deplorable state that exists within its confines. Here is an item of restoration that has been asked for in each budget request for years too numerous to mention, but has gone virtually unnoticed by each session of the Congress. The actual capacity of this junior high school is about 964 pupils, but the anticipated estimated enrollment of this school for this fall exceeds 1,100. The area of Southeast Washington in which the Hine School is located has a pressing need for a junior high school.

INADVISABILITY OF SUGGESTED PUPIL TRANSFER

The suggestion that Hine pupils could be transferred to Randall and Jefferson Junior High Schools does not take into consideration the distances these pupils would have to travel to get to school. Nor does it consider the fact that there is no direct public transportation from many parts of the Hine area to these schools. This would require at least one transfer. Another factor is the economic burden to be placed on these families, many of whom belong to the lowest economic level. A dollar a week more per pupil adds a tremendous burden on the budget of these families, particularly if there are two or more pupils concerned in the same family.

Factors, such as the aforementioned distances involved, will increase absenteeism, which is already a grave problem among pupils in families from the lower economic levels. As the southwest redevelopment progresses it is a fact, unquestionably, that the enrollments at Randall and Jefferson will be bolstered by pupils from their own area.

The Hine situation has become so very critical at this point that even parents from other areas want to see the complete eradication of this structure and the total replacement with a new, up-to-date and modern junior high school equipped to meet the needs of a would-be thriving community.

ELIOT JUNIOR HIGH SCHOOL

Closely related to the Hine situation is that of the Eliot Junior High School addition. It is imperative that this addition be completed and ready for occupancy not later than September 1963, and this cannot be accomplished unless the funds for its construction are made available in the 1962 fiscal year. The pupil membership at Eliot already exceeds the building's capacity by more than 200, and is expected to be more than 400 above capacity by October 1963 if the addition is not ready.

With the Berlin crisis now at the forefront, the need becomes even more acute for the construction of better and more up-to-date school buildings in our city. What is done in the city of Washington, the Nation's Capital, is reflected upon and studied by those nations of the world whom we may need eventually—God forbid—to aid us should an all-out war become necessary to combat the forces of communism.

These nations will ally themselves with our forces only if our deeds have demonstrated our worth and our people are educated theoretically as well as in a practical way in the basics of sciences, government, civic and social customs, and all the many aspects that make

a nation such as ours the really great nation is purports to be. The people of the District of Columbia realize full well their stake in the vast enterprise that is the Federal Government and feel that $36 million is little to ask as a supplement to buttress the needs of the National Capital area that is Washington, D.C.

SITES FOR SCHOOLS

The site standard proposed for elementary schools by the National Education Association calls for a basic area of 5 acres plus 1 arce for each 100 pupils enrolled. The Board of Education of the District of Columbia has adopted a standard of "not less than 5 acres" for elementary schools.

We call your attention to the fact that the land at 53d and C Streets SE. is largely unimproved and relatively low in price. The proposed building will have an official capacity of 1,076 pupils, which, according to NEA standards, would require a site of 16 acres. Further, the nearby Eastgate Gardens public housing project is expected to house approximately 1,200 minor children but will have a playground of only 1 acre. Thus there will be a heavy demand for use of the school playground, and the area originally proposed will obviously be scarcely large enough for this purpose.

As parents, we emphasize the fact that it is especially important to provide adequate school and playground facilities in a low-income neighborhood such as this, so that recreation may be properly planned and supervised and children as well as adults may be inspired to improve themselves and their community.

Again I extend a sincere invitation to you, Mr. McGee and Senator Byrd and members of your committee, to visit with us the schools referred hereto and gather firsthand on-the-spot knowledge and information regarding the conditions as they currently exist schoolwise in the District of Columbia. Because the existing buildings need vital improvements, we have requested the sum of $214,210 and ask that this sum be restored to the budget to meet this most urgent need.

MODERNIZATION AT TEACHERS COLLEGE

Particular reference is made to the modernization of chemistry labs and related rooms at the District of Columbia Teachers College. The present chemistry laboratory has been in use in the Miner Building since the building was constructed in 1913 and is badly in need of renovation.

District funds of approximately $117,500 will be needed, together with a Fedreal reimbursement of $71,300 under the National Defense Education Act, to remodel, and re-equip or convert various rooms for purposes of science instruction at three senior high schools and one vocational high school. The high schools are: Dunbar, Eastern, and Cardoza, and the vocation school is Chamberlain. Science teaching at these schools now suffers from a lack of up-to-date facilities, and can be adequately modernized only if the requested funds are made available.

With the need for scientific minds trained in the exacting skills that this field demands in this atomic and space age, it is difficult to imagine that a request for the restoration of this small item would be denied.

CLASSROOM SHORTAGE

Statistically, the District of Columbia is scheduled to spend $28.5 million for school construction in the next 6 years and, ironically, will wind up this 6-year period, based on enrollment projections for the years 1966 and 1967 with a substantially greater classroom shortage than presently exists.

The Federal Government is the biggest business, the largest owner of real estate, the greatest business speculator, but yet it hesitates year in and year out to insure one of its greatest assets, the people of its Capital City—adults and youth alike. A $36 million investment in the Nation's Capital is a bargain investment in these days of increased costs for value received especially in view of the proposed budget sum of $287.5 million for the fiscal year. The point is indeed well taken when it is voiced that "the future belongs to those who prepare for it." Let this segment of the Nation not find itself unprepared when a crisis arises. Restore the full $9,229,000 needed to build and equip new school buildings here and improve the existing buildings. We, the parents of the children in this city, implore and plead with fervor that our words will find the meaning and expression which we hope for.

Thank you for your time, attention, and your expected and anticipated favorable consideration.

Thank you.

Senator McGee. Let me thank you for your statement and ask forgiveness for my having to run over to save the Republic for which we stand, for just a moment. I will be right back and we will resume.

(Short recess.)

Senator McGee. The hearing will resume after only minor breakdowns. The delay resulted from the fact that one of the newest, most modern of conveyances for Senators broke down in the middle of the tracks, ran over the track resulting in quite a jam in the Senate subway.

Dr. Haworth. Mr. Chairman, the comments made by Mr. Pree, who just spoke with reference to the Hine Junior High School, will be elaborated on by our next witness, Mrs. Bernice F. Baddy, of the Hine Junior High Parent-Teachers' Association.

We feel so strongly about its demoralization there that we ask Mrs. Baddy to enlarge on that subject.

Senator McGee. Very fine.

HINE JUNIOR HIGH SCHOOL PARENT-TEACHERS' ASSOCIATION

STATEMENT OF MRS. BERNICE F. BADDY

GENERAL STATEMENT

Mrs. Baddy. Gentlemen of the Senate Appropriations Committee, I am Mrs. Bernice F. Baddy, representing the Hine Junior High School Parent-Teachers' Association. We are asking for the replacement of the buildings which are to be used for 1,136 children during the coming school year. We feel that the House Appropriations Committee in making the recommendation that the more modern building be used for the boys junior-senior high school activity, overlooked certain important problems that such a procedure would cause, should the Board of Education accept this recommendation.

DISTANCE FACTOR IN TRANSFER

Because of the location of the homes of the students scheduled to go to Hine in September, only about a fourth of them could reach either Randall or Jefferson by walking a reasonable distance. The other almost 900 of them would need to pay carfare to go to school. As you all know, children from this area come from families in the lower income bracket and since some have difficulty providing their children with food and clothing it is not likely that they could afford the cost of transportation. The dropout problem is at present a predominant one at Hine, and the distribution of the children in this way certainly would not help that situation.

We sincerely believe that the House committee also overlooked the fact that Hine Junior High School is located in an area most convenient to movies and in the center of a shopping district. This would give the children attending Boys Junior-Senior High School added incentive not to attend regularly since they have already shown some delinquency problems.

The cafeteria is located in the old building as well as the metal shop. The use of the new building would call for a replacement or relocation of these as well as restrooms.

RELATION OF SCHOOL TO CRIME

While the various problems are pressing for time and funds, we feel that in all sincerity the committee could not have studied the cause and effect of this recommendation should it be adopted. Many studies have been made by various committees to determine the cause of crime in the District. A recent publication entitled "Learning More About Learning," by Arthur W. Combs tell us that—

> A fundamentally positive view of self seems to give individuals a great basic strength for dealing with life * * *.
>
> Because they see themselves positively, they do not have to be so defensive * * *.
>
> They are more likely to be right. Because they feel essentially strong and secure * * *.

Mr. Combs continues:

> * * * the way one sees himself is learned. People get their self-concepts from the ways in which they have been treated by those who surround them in the process of their growing up.
>
> * * * Since people learn their view of self, it becomes possible for our education system to be far more effective than we have ever imagined it could be.

NEED FOR GOOD BUILDING

I am sure the gentlemen whose power it is to control the destiny of the people of the District do not intend to limit the effectiveness of our educational system by continuing to deprive children of adequate school buildings regardless of cost. We know that lasting impressions given by crowded, grimy, old school buildings could not produce the best results. So it goes without saying that mistreated children grow into the monsters now challenging the best brain of a society not equipped to cope with the extensive crime now unleashed on the populace of the District of Columbia. The lack of adequate education, whatever the cause, whether it be because of insufficient facilities, or because the parents are unable to provide transportation to

school or whether the child has had to stay at home with younger children while both parents work or some other cause—the lack of proper education is perfect food for this monster of crime to thrive on. Year after year the deficiencies in proper teaching facilities have magnified and now the additional funds are demanded to curb this monster loosed among us.

It is a well-known fact that all of any group will not behave the same way but to understand the cause and effect on human beings of gross neglect is the basic concept which has been overlooked. That small fragment which fights back in the dark and in gangs causes concern of both poor and rich alike, because the innocent must pay dearly as this monster rampages our streets.

Please, gentlemen, as you examine the budget and try to determine what the most important needs are, you must realize that it is necessary to provide suitable sanitary school buildings as well as capable teachers and adequate curriculum in order that the children now in school will remain in school and become good citizens.

PHOTOGRAPHS OF HINE JUNIOR HIGH SCHOOL

We have a set of photographs of the Hine building as it stands to leave with you in order to save further time at this hearing. As you view these pictures, please consider replacement and not abandonment of the Hine Junior High School.

Thank you.

Senator McGEE. Thank you very much and the pictures will be made a part of the committee file.

Again, I must plead forgiveness and run to make a rollcall vote. I am willing to go through with this further and if you can just abide with a little patience, I will be right back. I don't happen to run this shop over here. I have no control over the rules.

(Short recess.)

Senator McGEE. Let's try again.

Dr. HAWORTH. Mr. Chairman, our next speaker will be Mrs. C. Rhodes Cox, the immediate past president of the District of Columbia Congress of Parents and Teachers.

Senator McGEE. Proceed.

DISTRICT OF COLUMBIA CONGRESS OF PARENTS AND TEACHERS

STATEMENT OF MRS. C. RHODES COX, IMMEDIATE PAST PRESIDENT

EVALUATION OF TEACHERS COLLEGE

Mrs. Cox. Another area of interest and concern to the PTA is the District of Columbia Teachers College, Washington's only public supported institution of higher learning.

We are delighted with the report of the evaluation of the college by the Middle States Association of Colleges and Secondary Schools and by their continuing unconditionally, the accreditation of the college. The accrediting team was pleased with the college's progress and had many fine things to say about it. They also pointed out the needs of the college, specifically mentioning many of the 1962 budget items.

Two of these items have to do with the improvement of the physical facilities—modernization of the chemistry laboratory and related rooms at the Miner Building and modernization of the electrical system and improvement of lighting at the Wilson Building. The chemistry equipment is not only outmoded, it is also worn out, and there is great need for new, modern equipment. With the large number of night classes, there is great need for improved lighting. The present wiring, I understand, is equally old and may even be a safety hazard. Funds for the modernization of the chemistry laboratory were cut by the House, and the District of Columbia Congress of Parents and Teachers urges that they be restored as both projects are vitally important.

RESTORATION OF FUNDS FOR IMPROVEMENTS

Two other badly needed permanent improvements have been cut from the budget, and we ask for their restoration. They are the conversion of a classroom to a health suite and alteration of the boys' shower and locker facilities. The health suite would provide office space, which is now nonexistent, for the doctor and nurse at the college and would be much more functional than the basement room presently being used for health purposes.

CLERKS FOR LABORATORY SCHOOLS

Among the operating expense items that we are asking to be restored are two clerks for the laboratory schools. The laboratory schools serve a dual function. They provide the educational program and all of the functions of a public school for the elementary children who attend them, and they help train student teachers. In addition, they serve as experimental research centers for curriculum changes. Administering these schools is a difficult job at best, but the overcapacity enrollments greatly increase the workload. The principals, in common with all elementary principals in Washington, have no assistant principal and must rely on one clerk for assistance. An added clerk for each of the two laboratory schools is very much needed and was specifically recommended by the accrediting team.

During the last couple of years each of the two laboratory schools has had the service of a counselor on a temporary basis, the positions being financed with the salaries of two college teaching positions. These also were cut by the House, and we ask that they be restored on a permanent basis.

SUPPLIES FOR SPEECH CORRECTION CENTER

We also ask that the expense items for supplies and printing for the speech correction center be retained in the budget. The amount asked is small, but it is absolutely necessary to carry out the program of supervising and administering the speech correction work in the elementary and junior high schools throughout the city.

The two remaining items, postage for the laboratory schools and the speech correction center, are also small in amount but vitally important to the work involved.

LOW PRIORITY OF TEACHERS COLLEGE

It is apparent that the modest budget originally requested for the teachers college has been severely cut, which is another indication of the low priority consistently given the college and a sad commentary on the importance Washington attaches to education. The District of Columbia Congress and many other organizations in the city have repeatedly asked for a new modern plant for the college and for its expansion to include, in addition to teacher education, liberal arts, junior college, and graduate programs. At our annual convention held in May, which had a total registered attendance of over 1,700, the District of Columbia Congress again reaffirmed unanimously this position. The accrediting team found only one area in which little progress has been made, and that is in the physical plant. Their foremost recommendation is that a new modern plant be built which will handle adequately the future enrollment which they expect to triple in the next 10 years. They had this to say about the college:

RECOMMENDATIONS OF DISTRICT OF COLUMBIA CONGRESS OF PARENTS AND TEACHERS

Just as the Board of Education has so admirably reassessed its particular responsibilities relative to the college, so should the Congress of the United State review its relationship to the Board of Education. It would be inconsistent with basic principles of freedom and dignity for any powerful body (such as the Congress) to impose its will in educational matters on a geographically unified group of bona fide citizens who have no vote for the representatives being chosen. Under such conditions, Congress should carefully consider the advantages of delegating officially to the Board of Education full power to determine scope and character of educational opportunity, especially at the college level. As examples of change in educational programs 2-year community colleges are springing up throughout the Nation; teachers colleges are becoming multipurpose institutions; tax supported institutions offer graduate degrees in every State of the Union, including Alaska and Hawaii. Youth in the District of Columbia are, at the present time, denied all of these opportunities. If and when the District wishes to extend equal opportunities to its youth, Congress would indeed find itself in an embarrassing position should it attempt to deny such basic American rights to any citizen. To be consistent with American values and to avoid wasting time on unnecessarily embarrassing issues, Congress should delegate as soon as possible to the Board of Education every measure of local autonomy that is not inconsistent with the spirit of the Constitution.

CITIZENS WILLING TO PAY COST

We realize that all this will cost money, and we are willing to do our share in paying for it. We can no longer evade the responsibility of determining what is needed for a sound educational program and paying whatever cost is required. We have no alternative. We have said many times and we say again that we are willing to pay higher taxes for a better education for our children. But we are discouraged when we pay more to stay in the same place. Any tax increase now would mean just that unless we also receive a higher Federal payment. Because of the serious financial plight of the District which was caused by the Congress and the dire effects it would have on the public schools, the District of Columbia Congress has, along with other community organizations, approved the following tax increases.

DISTRICT OF COLUMBIA TAXES

To save time I won't read them here but they will be included for the record.

Senator McGee. They will be included in the record.

(The information referred to appears on p. 479.)

Mrs. Cox. The District of Columbia Congress of Parents and Teachers feels that it is necessary to raise these taxes in order to obtain the money we must have for the welfare of the District citizens, particularly the children. However, we firmly believe that since we citizens are willing to do our part, the Congress must also face up to its responsibilities and appropriate an adequate Federal payment and authorize the necessary borrowing needed at this time.

COMMUNIST SCHOOL PROGRAMS

When former U.S. Commissioner of Education, Lawrence Derthick, returned from his tour of Russian schools, he sounded the alarm that the United States is in a race for survival and that this race is an educational one. He warned us of the Soviet Union's deep commitment to education and of the Soviet's determination and belief that they will win the race. I can think of nothing more catastrophic than a day when education becomes another dimension in which world progress is measured by the Soviets. Now another formidable contender has entered the race. We are told by one of your former colleagues, William Benton, former U.S. Senator from Connecticut, that "a truly remarkable educational revolution unprecedented in all history is now sweeping across China." He says:

> Red China, chafing impatiently to become a great world power, knows that it can achieve its goal through education. Its faith in education antedates that of the West by centuries, and indeed by millenia, and goes back to the time of Confucius and the age of Pericles. Now its Communist leaders, who have been calling on that faith from the very start of their regime in 1949, are demanding that their schools do more things for more people—and faster—than any educational system in the history of the world.

We not only have a moral obligation to the children of this country to develop their potential to the fullest, it is now in the interests of our country to do so. As long as the potential of one girl or boy in the District remains undeveloped, we are in danger of losing the educational race. Neglect of education no longer is merely unwise and shortsighted. It is becoming close to treasonous.

REQUEST FOR ADEQUATE BUDGET

We respectfully urge that a budget adequate to meet the needs of the city will be adopted and that money to meet the budget will be allocated in a fair and equitable way. We trust that you gentlemen will allocate our tax money in a way that we think will best meet our needs.

Senator McGee. I want to thank you for a stirring statement, Mrs. Cox. It is refreshing, as well to have this array of public spokesmanship that is willing to face up to the cost of education.

In other words, your willingness to take on the responsibility of increased taxes in order to meet what education requires, it seems to me, is most commendable.

LIPSERVICE TO EDUCATION

Too many people in our country, if I may observe, give lipservice to education. Everybody believes in education. It is like believing in peace and motherhood, but when you try to translate that into what can be done to make education become real, that is where they start to back off and they continue to sound these little cliches about what they believe in and refuse to do anything about it.

This is one of the real disturbing things about our attachment to education in this country. Education to most of us means the pursuit of knowledge. We say, and we have been saying in our history for many years, that we believe in the power of education, in the power of knowledge, and yet we propose to do almost everything to contradict what we avow is our basic belief. I think the time has come and may even be later than we think, as you suggest in this very fine statement, that we have either got to put up and demonstrate our belief in knowledge or shut up and let some other alternative prevail, if we are willing to abide by that.

EXPRESSED OPPOSITION TO EDUCATION

The popular concept that too many voices have expressed in opposition to education may make you really wonder about the roots that prevail in this country in regard to this elementary dedication. That is why it is good for the soul and refreshing for the spirit to have public groups, not professional educators entirely, but public groups stand foursquare on the position that you people have so eloquently assumed here at the present time.

It seems to me very fundamental. We either can trust in knowledge or mistrust it. If we spend too little we are not going to have too much knowledge. Maybe that is the safest thing to do.

On the other hand, we may end up too well educated with too much knowledge. That is the greatest risk that faces us right now.

Personally, I think that that is the risk that we ought to be willing to face, rather than coming up short, which is the other consequence. Maybe we will spend too much on education. No one of us in this room can say here today, but it is also possible that we will spend too little.

CONSEQUENCES OF SPENDING TOO LITTLE

The consequences of spending too little, I suggest is that we will not be able to catch up the valuable time which will be lost. As a consequence of spending too much, we can always adjust ourselves to the results without any disastrous consequences that might follow in its wake. For these reasons I want to applaud those who have testified up to now on not only facing the opportunity for the pursuit of knowledge but expressing a determining willingness to pay for it. I think the time has come when our people have to quit kidding themselves into thinking that there is a tremendous bargain basement price put on our needs in this matter and somehow we will get them free. It is going to cost us and it is going to cost us dearly but I think we have to understand that it is a cost well worth paying.

Mrs. Cox. Mr. McGee, it is refreshing to the spirit to hear your philosophy. We hope you can pursuade your colleagues to be like minded.

Senator McGee. Let me say this, I am not the most influential Member of the Senate.

Dr. Haworth.

DISTRICT OF COLUMBIA CONGRESS OF PARENTS AND TEACHERS

STATEMENT OF DR. ELLIS HAWORTH, CHAIRMAN, LEGISLATIVE COMMITTEE

GENERAL STATEMENT

Mr. Haworth. Mr. Chairman, my statement will conclude the presentation for our group.

The District of Columbia Congress of Parents and Teachers, representing over 45,000 members, supports the Board of Education for the restoration of funds to the 1962 District of Columbia appropriation bill for additional teachers, for counselors, and for supervisors in the curriculum department.

REDUCTION OF PUPIL-TEACHER RATIO

We have slowly, over the past several years, been able to reduce the pupil-teacher ratio to about 31.3 to 1. The number of teachers allowed by the House would care only for the anticipated increased enrollment and would permit no further decrease in the pupil-teacher ratio. The addition of 17 more teaching positions above the number allowed by the House would reduce the ratio to about 31 to 1. With the large number of temporary teachers, with the large number of children our schools from rural areas, it is essential that smaller classes be set up.

NEED OF COUNSELORS

With the large number of temporary teachers, principals must devote so much of their time to supervision that they have little time for counseling activities with pupils and parents. It is essential that a program of allowing one counselor to each elementary school be initiated and that the 10 counselors in the elementary schools, 2 counselors in the laboratory schools associated with the teachers college, and the 3 counselors needed for the senior high schools be restored to the bill. Problem children in the elementary schools who can be adjusted to normal activity will not be severe cases later on. Money spent in the elementary schools for this purpose will save much larger sums that would otherwise be needed later.

CLASS SIZES IN JUNIOR AND SENIOR HIGH SCHOOLS

An examination of the enrollment, as of October 14, 1960, in the various academic subjects in the junior and senior high schools, indicates the following:

	Junior high	Senior high
Number of classes with over 34 pupils	2,320	569
Number of pupils in excess of 34 in such classes	12,235	2,957
At 33 pupils each, number of classes formed from these excess pupils	370	89.6
Number of teachers needed, at 5 classes each	74	18

The above figures do not take into account any increases in enrollment that will occur in September 1961.

BOARD OF EDUCATION REQUESTS

The Board of Education originally requested 100 more teachers of regular academic and art classes in the junior high schools, plus 12 more teachers for shop and home economics classes. The budget submitted to Congress allowed 70 of the former and none of the latter positions; the House allowed 56 of the former and none of the latter positions. We urge that the original requests of the Board of Education be allowed.

The Board of Education requested 46 additional teachers for basic (typical) classes. The budget submitted to Congress allowed only 28 such positions and the House eliminated all of them. We urge that the original requests of the Board of Education be allowed.

On every side we hear comments about the rising tide of juvenile delinquency, yet practically every item in the original requests for services to reduce the incidence of juvenile delinquency has been severely cut or eliminated entirely. We submit that this is not sensible action.

TEACHER LOADS

Teachers in the secondary schools have, in most cases, five classes a day and a daily pupil load of about 200 different pupils. It is nonsense to expect teachers with such a load to provide for individual differences. It is also impossible for them to make curriculum adjustments needed to care for the large and varying needs of their pupils. The Superintendent has stated that over 50 percent of the pupils entering the 9th grade fail to graduate from the 12th grade. With such a large dropout rate, it is obvious that fundamental changes and additions to our curricula are needed. This is a task for curriculum experts, not for classroom teachers already burdened with more than they can do.

Additional teachers, counselors, school psychologists, librarians, and curriculum experts are not "frills" or "fads." They are essential personnel in the operation of a large city school system. Without them, many individuals will lead thwarted lives, not realizing their full potentials, and the city will pay increasing costs for those unable to conform to the conduct of good citizens.

May I add another comment, Mr. Chairman, before I close?

REPRESENTATIVES OF AREA COUNCILS

One is that the speakers who have been before you representing the Parent-Teachers' Association in Congress are representatives of the various area councils. One or two others would have been here except for the fact that they were unable to attend on this date.

We are not self-appointed individuals, we have come up through the ranks as members of local associations and through long-continued service have reached the position where we can perform as a spokesman for our organization.

You will also note that with the exception of the Hine Junior High School, our testimony has been of general overall city needs and not of specific isolated instances in school A, B, C, or D. They have had

their opportunity to present that to the Board of Education each June, and when we get to this level we can talk in terms of citywide needs and not in terms of specific incidental school needs.

TESTIMONY IN HOUSE HEARINGS

I should also like to comment about one piece of testimony that was printed in the hearings before the House Appropriations Subcommittee dealing with this same bill. Mrs. Edward C. Mazique did, I think, a great disservice to the public schools of this city by the comments which she submitted to the House on that occasion. Several of the comments were quite misleading, or patently and obviously false. In the opening part of her statement she says that the program was endorsed by a Baptist Ministers Conference, and indicates that the statement that she inserted in the record had met with their endorsement. The best information we can obtain is that that was an incorrect statement of fact.

Later on in the statement she mentions that:

> We must not be dominated by groups like the PTA which parade under false banners of interest in all children, freedom, equality, and opportunity for all, yet the leaders will go behind closed doors and bargain against our best interests with administrators.

That is so patently absurd and false that it needs no further comments than that.

She also claimed that the school system was having a tendency to appoint more white principals than Negro principals in the elementary schools. That is also directly contrary to the fact in this situation.

And I hope, sir, that when you come to evaluate the testimony of the persons appearing before your committee you will give credence to the groups they represent, how they got to be that way, and discount the comments made by self-appointed persons representing almost nonexistent groups of individuals.

We represent over 45,000 persons who are really persons who have paid up their membership fees and have an interest in the things that we have requested to date.

Thank you very much, sir.

Senator McGee. I can assure you, Doctor, that the members of the subcommittee are less impressed by numbers than they are by ideas, good judgment, and commonsense in their evaluation of suggestions that are made.

I want to say to you personally that the manner in which the testimony has been put together, mobilized for presentation before this committee here this afternoon, has been very helpful indeed. There has been a minimum of duplication. It seems to me that you have struck home at the very useful and meaningful points and thus presented an overall pattern that will be not only constructive but very informative for the committee. I think that again and again throughout the testimony you have put your finger on the importance of our starting to act instead of simply giving lipservice to an idea of education. If we are really concerned with education, let's do something about it. I think perhaps our first concern ought to be more properly termed adult delinquency, if we are going to do anything about the juvenile delinquency, because that is the source of the problem.

TUITION AT TEACHERS COLLEGE

I have been asked to ask you one question that has been submitted to me. In the District of Columbia Teachers College do the students pay tuition? Is there a fee system? How does that operate?

Mr. HAWORTH. The only students who pay tuition are those who are not residents of the District of Columbia.

Senator MCGEE. The nonresidents of the District pay tuition?

Mr. HAWORTH. Yes; they do; something over $500 a year.

Senator MCGEE. And the residents of the District do not pay tuition because it is a part of the public school system of the District of Columbia; is that right?

Mr. HAWORTH. Yes, sir. They do pay a fee of about $35 per semester, which is a self-imposed fee for the use of funds to carry on certain athletic and other extracurricular activities which the students are interested in and for which no public appropriation of funds has been made.

Senator MCGEE. This would total about $35 a semester a student?

Mr. HAWORTH. On a full-time basis.

BOOKS AND SUPPLIES

Senator MCGEE. What about books and supplies?

Mr. HAWORTH. They purchase their own.

Senator MCGEE. That would be one difference, I suppose, from other segments of the public school system where books are furnished on a secondary level.

Mr. HAWORTH. Yes.

Senator MCGEE. We have the situation then in which they handle their own books, they pay the $35 a semester, but there is no outright tuition except for non-District students?

Mr. HAWORTH. That is right.

Senator MCGEE. Can you tell me what percentage of the enrollment there is of District students compared to non-District?

Mr. HAWORTH. I do not have——

Senator MCGEE. Perhaps you can supply that for the record.

Mr. HAWORTH. I do not have the figures on that, I can get that for you if you like. It would represent a relatively small proportion of the total students.

(The following information was supplied later:)

Nonresident students paying tuition at the District of Columbia Teachers' College for the year recently ended was 10–12 out of a total school population of about 600. It may be of interest to note that in the bill to establish a junior college, now before congressional committees, there is a plan to charge tuition to all students of the college, of which the junior college would be a part.

COMMUNITY COLLEGE CONCEPT

Senator MCGEE. I might add, as most individuals know who have been struggling with this sort of thing, that one of the trends in higher education is the concept of the community college. The concept of the extension of the secondary school system into junior colleges, incorporating them into the community school system rather than to have it set aside separately seems to be the coming trend. This is not unique in the District; if anything it is neglected as far

as the District of Columbia is concerned. It has been going on for a long time in many other urban communities of America.

Mrs. Cox. Mr. McGee, may I add something to that subject?

Senator McGee. Please do.

OTHER FEES AT TEACHERS COLLEGE

Mrs. Cox. In addition to the fees that Dr. Haworth spoke of in the books, there are also laboratory fees and that sort of thing. And the District of Columbia Congress has found that even this small amount of money per semester has made it possible for some of the young people to go to college, to this tuition-free teachers college.

SCHOLARSHIP AT COLLEGE

And the District of Columbia Congress funds and the teachers during the past year had 15 scholarship students at the college. The scholarships amounted to only $100 a year, but they have made it possible for many teachers to attend the college who otherwise could not, so it does make a difference.

Senator McGee. I know it does make a difference. I may say, as one who came up through the 1930's, that an NRA stipend of $6.25 a month made a difference between my staying in the teachers college and trying to find some other kind of employment in those critical years.

So this does take on a greater meaning than the numbers may indicate in a day when the total costs have become quite different from what they were in those very simple days of the 1930's back in the dark ages.

Mr. Haworth. I might say, sir, that the District of Columbia Education Association and several other associations also support scholarships to the college, and some of the private civic groups. So that there are quite a number of such relatively small but nevertheless valuable scholarships available to deserving students.

Senator McGee. I think one of the revealing things, particularly to people who do not get that involved closely with the educational affairs in this community, is to discover the number of fine students who cannot go beyond the high school level because of money.

This is a shocking thing in a country that has attained the levels that this country has.

Almost anywhere you care to go in the so-called more affluent sections of our Republic, the factors of economic capability and economic limitation is startling indeed. And I am sure that the District not only is no exception to that score, but may be even more acute in that particular respect.

BENEFITS OF DEFENSE EDUCATION ACT

Mr. Haworth. We also have had a small one, Senator, under the benefits of the National Defense Educational Act under the loan program for colleges which has made it possible for students to borrow funds to see them through and repay as they later become able to.

Senator McGee. That we have to do in the defense of the country since we couldn't do it in the pursuit of knowledge. Again it comes back to the point we made earlier today, that people are still reluctant

to pursue knowledge with the richness that it embodies and the strength it provides.

We have to disguise it with some kind of gimmick. And this we have done. But nevertheless, we have done a good job.

Mr. HAWORTH. May I thank you in closing for the courtesy which you have extended to us.

Senator MCGEE. We thank you for your contribution.

(The full statement of Mrs. Cox follows:)

STATEMENT BY MRS. C. RHODES COX

Gentlemen, another area of great interest and concern to the PTA is the District of Columbia Teachers College, Washington's only publicly supported institution of higher learning.

We are delighted with the report of the evaluation of the college by the Middle States Association of Colleges and Secondary Schools and by their continuing unconditionally the accreditation of the college. The accrediting team was pleased with the college's progress and had many fine things to say about it. They also pointed out the needs of the college, specifically mentioning many of the 1962 budget items.

Two of these items have to do with the improvement of the physical facilities—modernization of the chemistry laboratory and related rooms at the Miner Building and modernization of the electrical system and improvement of lighting at the Wilson Building. The chemistry equipment is not only outmoded, it is also worn out, and there is great need for new modern equipment. With the large number of night classes, there is great need for improved lighting. The present wiring, I understand, is equally old and may even be a safety hazard. Funds for the modernization of the chemistry laboratory were cut by the House and the District of Columbia Congress urges that they be restored as both projects are vitally important.

Two other badly needed permanent improvements have been cut from the budget, and we ask for their restoration. They are the conversion of a classroom to a health suite and alteration of the boys' shower and locker facilities. The health suite would provide office space, which is now nonexistent, for the doctor and nurse at the college and would be much more functional than the basement room presently being used for health purposes.

Among the operating expense items that we are asking to be restored are two clerks for the laboratory schools. The laboratory schools serve a dual function. They provide the educational program and all of the functions of a public school for the elementary children who attend them, and they help train student teachers. In addition, they serve as experimental research centers for curriculum changes. Administering these schools is a difficult job at best, but the overcapacity enrollments greatly increase the workload. The principals, in common with all elementary principals in Washington, have no assistant principal and must rely on one clerk for assistance. An added clerk for each of the two laboratory schools is very much needed and was specifically recommended by the accrediting team.

During the last couple of years each of the two laboratory schools has had the service of a counselor on a temporary basis, the positions being financed with the salaries of two college teaching positions. These also were cut by the House, and we ask that they be restored on a permanent basis.

We also ask that the expense items for supplies and printing for the speech correction center be retained in the budget. The amount asked is small, but it is absolutely necessary to carry out the program of supervising and administering the speech correction work in the elementary and junior high schools throughout the city.

The two remaining items, postage for the laboratory schools and the speech correction center, are also small in amount but vitally important to the work involved.

It is apparent that the modest budget originally requested for the teachers college has been severely cut, which is another indication of the low priority consistently given the college and a sad commentary on the importance Washington attaches to education. The District of Columbia Congress and many other organizations in the city have repeatedly asked for a new modern plant for the college and for its expansion to include, in addition to teacher education,

liberal arts, junior college, and graduate programs. At our annual convention held in May, which had a total registered attendance of over 1,700, the District of Columbia Congress again reaffirmed unanimously this position. The accrediting team found only one area in which little progress has been made, and that is in the physical plant. Their foremost recommendation is that a new modern plant be built which will handle adequately the future enrollment which they expect to triple in the next 10 years. They had this to say about the college:

"Just as the Board of Education has so admirably reassessed its particular responsibilities relative to the college, so should the Congress of the United States review its relationship to the Board of Education. It would be inconsistent with basic principles of freedom and dignity for any powerful body (such as the Congress) to impose its will in educational matters on a geographically unified group of bona fide citizens who have no vote for the representatives being chosen. Under such conditions, Congress should carefully consider the advantages of delegating officially to the Board of Education full power to determine scope and character of educational opportunity, especially at the college level. As examples of change in educational programs, 2-year community colleges are springing up throughout the Nation; teachers colleges are becoming multipurpose institutions; tax supported institutions offer graduate degrees in every State of the Union, including Alaska and Hawaii. Youth in the District of Columbia are, at the present time, denied all of these opportunities. If and when the District wishes to extend equal opportunities to its youth, Congress would indeed find itself in an embarrassing position should it attempt to deny such basic American rights to any citizen. To be consistent with American values and to avoid wasting time on unnecessarily embarrassing issues, Congress should delegate as soon as possible to the Board of Education every meaure of local autonomy that is not inconsistent with the spirit of the Constitution."

INCREASE IN TAXES

(See p. 471)

We realize that all this will cost money, and we are willing to do our share in paying for it. We can no longer evade the responsibility of determining what is needed for a sound educational program and paying whatever cost is required. We have no alternative. We have said many times and we say again that we are willing to pay higher taxes for a better education for our children. But we are discouraged when we pay more to stay in the same place. Any tax increase now would mean just that unless we also receive a higher Federal payment. Because of the serious financial plight of the District, which was caused by the Congress, and the dire effects it would have on the public schools, the District of Columbia congress has, along with other community organizations, approved the following tax increases:

(1) We do not think a sales tax a fair tax since it tends to tax those least able to pay. However, because of the drastic need at this time for school construction and other vital needs, we will accept a raise in the sales tax to 3 percent with the proviso that the 1 percent tax on food purchased for consumption off the premises be removed.

(2) Increase the cigarette tax from 2 cents to 3 cents per standard pack.

(3) Increase the alcohol and spirits tax rate from $1.25 to $1.50 per gallon.

(4) Increase the beer tax from $1.50 to $3.00 per barrel.

(5) Apply existing individual income tax rate structure to $2,000 taxable income brackets instead of $5,000. However, there should be a revision to make this on a progressive scale with some adjustments at each end to make the tax more fair and practical.

(6) Apply 2 percent tax on local telephone service.

The District of Columbia Congress of Parents and Teachers feels that it is necessary to raise these taxes in order to obtain the money we must have for the welfare of the District citizens, particularly, the children. However, we firmly believe that since we citizens are willing to do our part, the Congress must also face up to its responsibilities and appropriate an adequate Federal payment and authorize the necessary borrowing needed at this time.

When former U.S. Commissioner of Education Lawrence Derthick returned from his tour of Russian schools, he sounded the alarm that the United States is in a race for survival and that this race is an educational one. He warned us of the Soviet Union's deep commitment to education and of the Soviet's determination and belief that they will win the race. I can think of nothing more catastrophic than a day when education becomes another dimension in which world progress is measured by the Soviets. Now, another formidable

contender has entered the race. We are told by one of your former colleagues, William Benton, former U.S. Senator from Connecticut, that "a truly remarkable educational revolution, unprecedented in all history, is now sweeping across China." He says, "Red China, chafing impatiently to become a great world power, knows that it can achieve its goal only through education. Its faith in education antedates that of the West by centuries, and indeed by millenia, and goes back to the time of Confucius and the age of Pericles. Now its Communist leaders, who have been calling on that faith from the very start of their regime in 1949, are demanding that their schools do more things for more people—and faster—than any educational system in the history of the world."

We not only have a moral obligation to the children of this country to develop their potential to the fullest, it is now in the interests of our country to do so. As long as the potential of one girl or boy in the District remains undeveloped, we are in danger of losing the educational race. Neglect of education no longer is merely unwise and shortsighted. It is becoming close to treasonous.

We respectfully urge that a budget adequate to meet the needs of the city be adopted and that money to meet the budget will be allocated in a fair and equitable way. We trust that you gentlemen will allocate our tax money in a way that we think will best meet our needs.

CAPITOL VIEW LIBRARY

STATEMENT OF ANDREW FOWLER

GENERAL STATEMENT

Senator MCGEE. The Reverend Andrew Fowler. Will you identify yourself, Reverend Fowler, for the record. You have no prepared statement?

Mr. FOWLER. No, sir.

Mr. Chairman, and members of the committee, my name is Andrew Fowler. I am a minister of the Capitol View Baptist Church, and the president of the Baptist Convention of the District of Columbia.

As minister of the Capitol View Baptist Church, may I say that I regret very much that I was not present this morning when the group urged you to work for the restoration of the funds cut by the House in the interest of building a library in the Capitol View area,

I approve heartily of the request as urgently given by that group in defense of that restoration. I have at least one family with 16 children. And if any one of those children has to go to the library and pay his fare, you can see what it means to the family and to the church offering.

ATTITUDE OF BAPTIST ORGANIZATION

Now, as president of the Baptist Convention, a body taking in all of the Baptist auxiliaries and organizations involving the people of color in our city, I have been asked by the Reverend Lowman W. White, president of the ministers' conference, which is a body made up of members of our organization, to come at this hour and to say a word regarding a statement made by Mrs. Edward C. Mazique before a subcommittee on appropriations of the House of Representatives.

Senator MCGEE. This is the same lady to which Dr. Haworth just referred?

Mr. FOWLER. Yes, sir. And also Mr. Fauntleroy. Each of them called the name of the Baptist Ministers' Conference. And because of the ambiguity of the statements, or some of the reasons, it has gotten abroad that this statement was approved by the Baptist Min-

isters' Conference. The statement was not approved, according to the head of the organization, but we did approve of the organization, just as we approve of the YMCA, the urban group, and those several other groups, but we did not approve of the statement.

Among the things that have been called to our attention—I have not found it in the book, but it has been called to our attention nonetheless—is that Mrs. Mazique referred to counselors as frills in education. And somebody said that she said that libraries were not important. I did not find what she said there. But the conference and the Baptist convention wishes that a committee would understand that they were urgently requesting this group to ask for restoration of the cut made by the House for counselors and for libraries.

We do not consider them frills. They are vitally important. And we should like to have more counselors and more libraries and more librarians.

And if we need more money for basic educational training, we urgently request that you labor, too, for that. But we certainly want it understood that this statement was not approved by the conference. We did approve the organization.

INTEREST IN COUNSELORS AND LIBRARIES

Now, there are certain features in here that I have looked at since I have been here that we certainly approve of. We did not make the study, so we don't know how true it is, but we are vitally interested in counselors, libraries, and all of the elements involved in education.

Senator McGee. What you are saying is that, whatever the content, whether you agree or disagree, it was certainly not a statement that had the approval of your group?

Mr. Fowler. That is right.

Senator McGee. I think that is the important point that we ought to bear in mind.

Of course, those that are afraid of books as frills, I suppose we can say are basically the same ones who are afraid of the truth. Of course, books do get in the way of a lot of people. They are inconvenient at times, because they have a way of bringing to the surface things which maybe you ought to know but which are uncomfortable and disturbing and which discombobulate our complacency from time to time.

VARYING OPINIONS ON COUNSELORS

The matter of counselors is something about which professional educators have varying opinions. But I think all people who understand the complexities and the pressures of our times realize that this is no longer a field in which you can relegate a teacher because he may not be too effective in the classroom. We can't do that to human nature; we can't do that to human impulses or to the varieties of people with which we have to deal.

CLASS SIZES

The same thing could be said, I suppose, for the size of the classes. There are those who find it more convenient to teach all our kids by TV rather than by competent teaching personnel. TV is a valuable and potent instrument of education. We could finally dispense with

all teachers and have one master teacher here in Washington, I suppose, that could disseminate all that was good or wise in the world. I am sure, however, that people would shy away from that very quickly. Education has become very competent since we used to have a boy at one end of the log and a professor on the other, as they used to say in those blessedly simple days. But I doubt that we are in the mass production stage yet in which we can turn out the finished student in massive, impersonal lots. If our emphasis in education is on how to think and not what to think or say, it means that a great premium has to be placed on the real talent of the teacher in communicating ideas and inspiring the free, ranging mind in groping for what is always relative, and that is truth.

We do appreciate your efforts in setting the record straight in terms of some of the ideas attributed to the group of which you speak.

Thank you very much, Reverend Fowler.

Mrs. Paul McClenon.

HOME AND SCHOOL ASSOCIATION, BEN W. MURCH ELEMENTARY SCHOOL

STATEMENT OF KATHERINE McCLENON, PRESIDENT

GENERAL STATEMENT

Mrs. MCCLENON. I am Katherine B. McClenon, president of the Home and School Association of the Ben W. Murch Elementary School, which is at 36th and Davenport Streets NW. I am grateful for the privilege of being able to make a statement before this committee, which has so often shown keen understanding of the needs of this city.

FUNDS FOR ELEMENTARY SCHOOLS

Although our association feels that all phases of the District of Columbia school budget are important, my statement will relate primarily to the importance of the restoration of certain essential funds directly related to the teaching of elementary school children. The primary aim of schools is, to be perfectly obvious, to educate the child. Dr. Hansen, Superintendent of District of Columbia Schools, has expressed this idea as two main principles in these words:

(1) The main objective of organized education is the intellectual development of all pupils.

(2) Education must promote excellence in the performance of each pupil.

The four points which I wish to make all relate to the accomplishment of these principles.

ELEMENTARY SCHOOL COUNSELORS

First, I wish to urge the restoration of funds for the employment of elementary school counselors. The Murch School has been fortunate in having, for the past 3 years, a counseling program supported by a grant from a local foundation. Its overall purpose has been to make the learning process itself more effective. The principal, teachers, and parents agree that this program is an indispensable service. All children benefit when children constituting distracting influences in the classroom are helped to adjust to the learning situation. Teachers have been able to teach more effectively, since the counselor has helped free part of the teacher's time previously spent

counseling children with personality, behavior, adjustment, and placement problems. Counseling in the elementary school aged child is particularly valuable, in that early identification of problems, when they are still amenable to relatively uncomplicated remedial measures, may prevent later, more serious problems relating to learning or social adjustment. The counselor's other duties include interpreting the education program of the school to the parents and determining the educational potential and placement of individual children. The staff and parents of Murch School feel that in less privileged sections of the city, counseling is even more necessary, in view of the many socioeconomic factors contributing to poor pupil adjustment in the classroom, and the child's consequent failure to learn to his maximum ability.

REDUCTION OF PUPIL-TEACHER RATIO

Next, I wish to emphasize the importance of the restoration of funds for sufficient teacher salaries to reduce the pupil-teacher ratio to 30.5 pupils per teacher in 1961–62, in order to achieve the goal of the Board of Education of 30 pupils per teacher by 1962–63. It must be borne in mind that 30.5 pupils per teacher is an average, including many classes where the teacher will still have over 40 pupils. It is necessary that classroom size be reduced if the teacher is to be able to meet the learning needs of the children in the class. In classes of 40 children and over the teacher cannot know the qualities, potentialities, and troubles of each child, despite conscientious efforts, nor can she give sufficient extra help or encouragement to those needing it. Current emphasis on the importance of science training in young children also makes obvious the need for the additional elementary science teacher requested.

OFFICIALS FOR CURRICULUM PLANNING

The third item whose restoration I wish to stress is that for salaries for Assistant Director and Supervising Director of Curriculum. These persons are urgently needed to revise current courses of study and develop new curriculums. These are especially needed to further improve the new three-track plan in the elementary grades, in order to be able to present material adapted to the learning ability of the students. Also, the much heralded Amidon plan now being tried by the elementary school principals further necessitated updating the curriculum. As you know, this plan emphasizes teaching material in logical and chronological order, and stresses reading by the phonovisual method, that is, the old-fashioned way by the sound of groups of letters, and has been found as effective at the Amidon School as it was years ago.

STANDARDIZED ACHIEVEMENT TESTS

In the school year 1955–56, standardized achievement test scores in the District of Columbia schools were considerably below the national norm in most subjects. By 1959–60, achievement had risen in all subjects at each grade level tested. For example, in 1955–56, third grade District of Columbia children's average score in spelling was 2.5, that is, grade 2½; by 1959–60 our third grade children scored 3.3 in spelling, a gain of eight-tenths of a grade. On other tests and at

other grade levels, gain was from three-tenths to nine-tenths of a grade. We feel that this record speaks for itself. It is evidence that current goals of the Board of Education and of the Superintendent of Schools are sound and the program to achieve them is effective. This program must be continuously implemented in order for the District of Columbia schools to serve each pupil and for the school system to achieve its proper place as an example of a sound educational system. The funds for additional teacher salaries and for curriculum experts are essential to maintain this improvement.

SUMMER SCHOOL PROGRAM

Last, we urge restoration of funds to broaden the summer school program. The program is effective, but funds are too limited to accommodate all pupils needing remedial instruction. These pupils must be held back and are therefore overage for their grade. The school dropout rate for overage pupils is high. Many leave school at 16 without skill or diploma and are a glut on the labor market. Sufficient funds to help them stay at their proper age-grade level and to encourage them to finish high school are important. Even with the restoration of these funds, the District of Columbia would still provide a less comprehensive summer school program than do other localities, such as Montgomery County, which also makes provision for students with no learning impairment.

The District of Columbia has, as do other large urban areas, severe social and economic problems, relating to overcrowded, underprivileged sections of the city, and in addition has an unusually high mobility rate. Washington has, nevertheless, the unique obligation of setting high standards and achievement in education, to serve as an example for the rest of the Nation and for the world. We cannot afford to aid oppressive forces abroad by neglecting the education of our children, by failing to provide sufficient funds for our schools.

We cannot afford to waste our human resources and incur future expense resulting from inadequate support of education, for this leads to failure of persons to serve their country to their maximum potentiality, and even to unemployment and delinquency. Therefore, I urge restoration of the funds mentioned to the school budget.

EXPERIENCE IN PRIVATE AND PUBLIC SCHOOL

Finally, I want to tell you of a personal experience. Four years ago, my husband and I were advised to place our son in a private school which would better satisfy his learning needs than could the public school in which he was enrolled. At considerable financial sacrifice we sent him to a well-known, highly rated local private school for 3 years—incidentally we found it excellent. Last September, however, we decided to again send him to public school and transferred him to Alice Deal Junior High School. We found that the teaching quality is outstanding, and that with the recently instituted three-track plan in junior high schools here the curriculum was more stimulating than in private school, and last that the child himself was happier than he had been in private school. This experience supports my sincere conviction that the District of Columbia schools are making great strides in the right direction. Thank you.

Senator McGee. I want to thank you, Mrs. McClenon. I want also to make a confession, that I was once a backsliding member of the Ben Murch Association.

Mrs. McClenon. I understand you paid your dues.

SenatorMcGee. I have paid my dues. Thanks to people like you and those working with you, you were able to cover up my activities because of other things I was doing. Our experience there bears out many of the things that you said about the urgency of the need for counselors and more teachers in order to reduce the size of the classes. This, perhaps, is the most conspicuous to us. We, too, had seriously considered a private school. Everybody had told us the stories, and I think we might have accepted them, but our great profits that we had made teaching all these many years didn't enable us to send a child to private school. Rather we sent him to Ben Murch all the more impressed with the need for trying to make the corrections to which you call our attention here in this very excellent statement.

I want to thank you for it.

Mrs. McClenon. Thank you, Senator. And I hope that we can do in our limited way in our locality our part as well as you are doing it on a larger scale.

Senator McGee. Dr. Paul Cook.

AMERICAN FEDERATION OF TEACHERS

STATEMENT OF ROBERT P. THOMPSON, LOCAL 6

GENERAL STATEMENT

Mr. Thompson. Senator McGee, I am substituting for Dr. Cook, who was to read Mr. Goodloe's statement today. Dr. Cook was called to another meeting.

Senator McGee. I thought that only happens to Senators.

Mr. Thompson. And also I am substituting for Mr. Goodloe, Don Goodloe, who drew up this statement. But unfortunately he had to appear at the national convention.

Senator McGee. Will you identify yourself for the record.

Mr. Thompson. My name is Robert P. Thompson. And I am the executive secretary of the Washington Teachers Union, Local 6. [Reading:]

STATEMENT OF DON R. GOODLOE, LEGISLATIVE REPRESENTATIVE, TEACHERS UNION NO. 6, AMERICAN FEDERATION OF TEACHERS

INCREASED FEDERAL PAYMENT

Local 6 of the American Federation of Teachers has the honor and privilege of submitting the following testimony in regard to H.R. 8072, the District appropriations bill for the fiscal year 1961–62, as it has been passed by the House of Representatives. We wish, above all, to emphasize the necessity for increasing the Federal payment to the expenses of the Government of the District of Columbia. We think that the $30 million recommended by the House of Representatives falls short of what the National Government should give to help run its Capital City. We think that at least $36 million should be appropriated by the 87th Congress for the expenses of the District of Columbia for the fiscal year 1961–62.

Most of our statement will be directed to the advisability of the Federal Government increasing its payment to the expenses of the government of our Capital City. Before we start our argument, it is necessary to remove some misconceptions about our problems in this city. Many people are inclined to compare

our situation with that of most large municipalities in the United States. That is not valid. The government of the District of Columbia has to meet certain expenses that are ordinarily borne by State governments. The best example is that of St. Elizabeths Hospital. Ordinarily, this is an expense cared for by the governments of the several States. A large part of the $62,477,500 recommended for the Health and Welfare budget in H.R. 8072 would go to that institution. This should be enough to show that attempts to compare the District of Columbia with other American municipalities of approximately the same size are erroneous and misleading.

COMPARISON TO FEDERAL AGENCIES

There has also been the disposition to compare the government of Washington, D.C., to that of Federal agencies. We believe that this committee has had enough experience with the affairs of the District to realize the futility of trying to make out its budget in accordance with formulas that may or may not work successfully as cities with about the same population. The problems of Washington are sui generis and should be handled accordingly.

IMPENDING DEFICIT

It is not necessary to take your time explaining the deficit of approximately $20 million that will face our District Government if revenues are not substantially increased. It is true, however, that an increased Federal contribution by itself will not solve all of our problems. Additional local taxes will be required if Washington's budget is balanced during the fiscal year 1961–62. The people of this city fully realize this and are, accordingly, willing to sacrifice by paying higher taxes to maintain the activities of their city on a decent standard. This has already been demonstrated by the action of the D.C. Commissioners in raising the real estate tax to $2.50 per hundred dollars of assessed valuation. It is, nevertheless, unfair to expect Washingtonians to do the whole job by themselves.

GROWTH OF CITY INEVITABLE

As this city attracts people from all over the world, its accommodations must grow accordingly. As the whole metropolitan area expands its activities, expenses will inevitably grow higher. The people within the 70 square miles comprising the District of Columbia are even now unable to pay for all this by themselves; and, as the years go on, they will be less and less equal to the task. Especially is this true, as the more prosperous people move to the suburbs and the poorer people continue to move into the center of our metropolitan area. If an undue proportion of the expense of maintaining the Capital is put on the residents of the District, this trend will be accelerated. If taxes are higher in Washington, D.C., than in Maryland and Virginia, people will naturally move into the latter areas to save money. Those who, for one reason or the other, cannot move into suburban areas, will be left to bear the burdens, which should be cared for by people of more adequate financial ability in the District of Columbia and in the Nation as a whole.

TAX ON TRANSIENT OCCUPANCY

As a matter of fact, it seems that people outside our city may indirectly pay part of the expense of keeping up the Capital City, even if their direct contribution is not increased under the appropriation bill, 8072. Section 102, subsection (b) of H.R. 258, 87th Congress, if enacted into law, will have the effect of increasing the contribution of people outside the District to its expenses. As you gentlemen know, subsection (c) of section 127 of the present law would be amended so as to increase the tax on transient occupancy of hotels and similar lodgings from the present 3 percent to 5 percent. This would certainly mean that visitors to Washington would pay more toward maintaining their Capital City than they do at present.

I wish to make it clear that we are not opposing this amendment to the present sales tax law of the District of Columbia. Likewise, I am making no prediction as to whether this increased tax will cause the tourist trade to fall off here. People with expert knowledge of such matters disagree; and, accordingly, I would not venture to express an opinion about such a technical matter. Still, I maintain that since a way must be found for the people of the United States to increase their contribution to the expenses of their Capital, it would

be more logical to face the problem directly than to ask our people to make an indirect contribution, especially as the effects of the increased levy cannot be entirely foreseen.

RESTORATIONS FOR SCHOOLS

We concur with previous witnesses in asking for restoration of items asked for by the Board of Education and the Commissioners of the District of Columbia. We also repeat our requests for appropriations sufficient to increase the number of teachers in the public schools of the District of Columbia so as to make it possible to eliminate all classes with more than 30 pupils. We still stand for adequate clerical service and a sufficient number of nurses to provide adequate care for the children in our elementary schools.

All this, however, is contingent on an increased Federal contribution that will enable the Commissioners to maintain all municipal services at a level compatible with the dignity of the Capital of the United States.

FEDERAL PAYMENT

Senator McGee. I want to thank you, Mr. Thompson, for the statement. I want also to take issue with you in your opening paragraph. I think the Federal contribution ought to be $37 million to start with rather than $36 million on the basis of the testimony we have had before this committee, namely, that if the Federal Government were to pay only its fair share of taxes in the District on the basis of the real estate owned by it, that payment would approximate $37 million. I think we ought to start from there and talk about what the fair Federal share is. It indicates it would go a long way toward bridging these essential gaps. And I echo again the philosophy that you have expressed here, that it is not only a matter of comparing the District to other American cities of equal size, but we have a much greater obligation through the absence of a State to bear a part of it. Then, too, we have the obligation of making this a very responsible and respectable National Capital and world theater.

FUNDS FOR ST. ELIZABETHS

Mr. Thompson. Senator McGee, may I add this. And I thought you were going to comment about paragraph 2, that $62,477,500 in the health and welfare budget, and that statement that St. Elizabeths gets a goodly share of that. I called the District Budget Office this morning, and I found some of that—I am going to give you the figures in good round numbers rather than the odd hundred thousands—that the $67 million-odd is broken down like this: There is $40 million for health and $22 million for welfare. And I have got $40 million for health, $18,600,000 to St. Elizabeths Hospital from the District.

Senator McGee. That is between 35 and 40 percent.

Mr. Thompson. That is right.

Senator McGee. This is the kind of function again that a good many cities would not have to indulge in at all but which would be the province of the State government.

Mr. Thompson. Yes.

Senator McGee. That is a very good point, and it is well taken.

ACTION COMMITTEE FOR DISTRICT OF COLUMBIA SCHOOL LIBRARIES

STATEMENT OF BARBARA NOLEN, CHAIRMAN

GENERAL STATEMENT

Mr. NOLEN. I have extra copies of my statement here for the committee. And I am only going to read a few paragraphs from it.

Senator MCGEE. We will put the rest of it in the record.

Mrs. NOLEN. My name is Barbara Nolen. I am chairman of the Action Committee for District of Columbia School Libraries, a citizens group organized about 2 years ago to coordinate the efforts of professional and community groups in support of a planned school library program for the District of Columbia public schools. Through our membership, we are associated with parents, teachers, librarians, and other citizens who are interested in better schools.

Now, in connection with our statement, we were informed that this Senate committee was interested in facts, in authoritative surveys and in statistics, rather than personal anecdotes. So we have tried to include brief pertinent material of this kind in our testimony.

PREVENTIVE APPROACH OF SCHOOL LIBRARY

I would also like to point out that the whole matter of school libraries is a basic preventive approach to an educational plan relevant to the hard core of instruction.

In line with this thinking we wish to urge the committee to reinstate in the District of Columbia school budget those items relating to the efficient and economic operation of a centralized school library program, through the establishment of a permanent position of a supervising director of school library services, and for at least one full-time librarian for every junior high school and vocational school.

It is hard to escape the conclusion that the District of Columbia schools are educationally crippled by their lack of adequate school library services. Many of the areas which are continually criticized in the schools, such as reading instruction, vocational guidance, and all basic instructional areas, would be improved if our schools had even minimum library services. Instead, District of Columbia schools fall far below the actual national average.

I am not talking about standards, this is just the national actual average, taking all schools across the board.

NEED FOR BETTER SCHOOL LIBRARIES

Objective research and statistics continually emphasize the close relationships between the needs of the schools and the provision of better school libraries. In fact, it is authoritatively stated that any other recommendations for the improvement of schools currently receiving so much attention could be fully achieved only when the school has the school complement of library resources, personnel, and services.

This holds true as to the multicurriculum, the meaning of the needs of all students no matter what their attainments may be. I would like to call your attention to the fact that in the 11 senior high schools, even the largest ones, there is only 1 librarian per school and no cleri-

cal help. In the junior high schools, 22 schools have half-time librarians, 1 school has no service. This is an average of 1 librarian to 2,500 students.

In the elementary schools, the situation is even more pitiful, with no professional librarians or books provided in the school budget.

NATIONAL STANDARDS FOR LIBRARIES

National standards, accepted by the National Education Association, the American Library Association, the Catholic Library Association, and at least 15 other important national associations concerned with education, recommend a ratio of 1 librarian for every 300 students.

Many States, including Maryland, Virginia, Pennsylvania, and Florida, have established their own standards of 1 for 500 students.

In nearby counties, some schools have already reached this objective. The actual national ratio (reported in a statistical survey in 1958–59 by the Library Services Branch of the U.S. Office of Education) was 1 librarian to every 888 students in secondary schools. Even by this yardstick, with a ratio of 1 librarian to 2,500 students, each librarian in the District of Columbia public schools has three times the workload of the average for all American schools.

You see these figures. This is a tremendous spread.

RESULTS OF IMPROVED LIBRARY SERVICE

Improving schools library services is one of the most economical ways to improve the quality of education in our schools. The amount of money is small compared to the total school budget. If the present expenditure for salaries and books now appropriated were tripled, it would still be less than 1 percent of the school budget, and would have an effect far beyond the same amount of money used elsewhere.

In his report on education in the junior high school James M. Conant places the role of the library as the bare minimum for staff instruction. He also states that a professional librarian should be responsible for no more than 750 pupils. In the November 1959 Bulletin of the National Association of Secondary School Principals, 34 articles by school library specialists and other educational leaders all support the general thesis that today the school library is an essential part of the teaching-learning situation in all effective secondary school programs.

There are other statements here which are included which I am not going to take the time to quote. There is the full statement. And then there is an appendix A, B, and C, which I would like to have put in the record.

So I would simply conclude by saying that at this time, when children are such an important national resource—and I am glad to see that this seems to be accepted as a major premise—and when it is important that every tax dollar spent for school should be earmarked from the returns and we ask you to consider the facts of the value of including the 1961–62 budget with enough money to provide at least one library for every secondary school, and for the establishment of a permanent position of supervising director of school library service.

(The complete statement of Mrs. Nolen, with attachment, follows:)

STATEMENT OF BARBARA NOLEN, ACTION COMMITTEE FOR DISTRICT OF COLUMBIA SCHOOL LIBRARIES, WASHINGTON, D.C.

Mr. Chairman and members of the committee, my name is Barbara Nolen. I am chairman of the Action Committee for District of Columbia School Libraries, a citizens group organized about 2 years ago to coordinate the efforts of professional and community groups in support of a planned school library program for the District of Columbia public schools. Through our membership, we are associated with parents, teachers, librarians, and other citizens who are interested in better schools.

We wish to urge you to reinstate in the District of Columbia school budget those items relating to the efficient and economical operation of a centralized school library program, through the establishment of a permanent position for a supervising director of school library services, and for at least one full-time librarian for every junior high school and vocational school.

There is no need to defend the importance of the school library as an essential part of the instructional program. Objective research and statistics continually emphasize the close relationship between the needs of the schools and the provision of better school libraries. In fact, it is authoritatively stated that "Any of the recommendations for the improvements of schools, currently receiving so much attention, can be fully achieved only when the school has the full complement of library resources, personnel and services. This holds true for the multitrack curriculum * * * the meeting of the needs of all students, no matter what their abilities may be."

It is hard to escape the conclusion that the District of Columbia schools are educationally crippled by their lack of adequate school library services. Many of the areas which are continually criticized in the schools, such as reading instruction, vocational guidance, and all basic instructional areas, would be improved if our schools had even minimum library services. Instead District of Columbia schools fall far below the actual national average.

In the 11 senior high schools, even the largest ones, there is only one librarian per school and no clerical help. In the junior high schools, 22 schools have half-time librarians, one school has no service. This is an average of one librarian to 2,500 students. In the elementary schools, the situation is even more pitiful, with no professional librarians or books provided in the school budget.

National standards, accepted by the National Education Association, the American Library Association, the Catholic Library Association, and at least 15 other important national associations concerned with education, recommend a ratio of one librarian for every 300 students. Many States, including Maryland, Virginia, Pennsylvania, and Florida, have established their own standards of one for 500 students. In nearby counties, some schools have already reached this objective. The actual national ratio (reported in a statistical survey in 1958–59 by the Library Services Branch of the U.S. Office of Education) was 1 librarian to every 888 students in secondary schools. Even by this yardstick, with a ratio of 1 librarian to 2,500 students, each librarian in the District of Columbia public schools has three times the workload of the average for all American schools. Comparative figures are given in an accompanying chart A which we request to have included in the record.

Improving school library services is one of the most economical ways to improve the quality of education in our schools. The amount of money is small compared to the total school budget. If the present expenditure for salaries and books now appropriated were tripled, it would still be less than 1 percent of the school budget, and would have an effect far beyond the same amount of money used elsewhere.

Using the latest figures we have available, those for 1960–61, salaries and books for secondary schools totaled approximately $170,000. If this amount were tripled, every junior high school, every vocational school, and special schools serving secondary level students, would have at least one trained librarian. This amount would pay for the salary of a supervising director and clerk, the budget for books could be doubled, and library service could be initiated in about 10 percent of the elementary schools. Under the direction of a supervising director, savings could be made by central ordering and processing, so that individual librarians could spend a larger proportion of their time on their professional duties.

Even with one librarian per school, children in our schools would have less than minimum service, but at least the facilities already provided by public funds would not be wasted, and the present library gap could be lessened. School libraries are not an experimental or luxury service. They are essential tools at all levels, as has been emphasized again and again by responsible educators and organizations.

In his report on "Education in the Junior High School Years" James B. Conant places the well-stocked library as the bare minimum for satisfactory instruction. He also states that a professional librarian should be responsible for no more than 750 pupils.

In the November 1959 Bulletin of the National Association of Secondary School Principals, 34 articles by school library specialists and other educational leaders, all support the general thesis that "today the school library is an essential part of the teaching-learning situation in all effective secondary school programs."

There is also an impressive policy statement from the Council of Chief State School Officers, which points out that: "School library service cuts across grade levels and permeates the entire curriculum. Educational research has demonstrated that, within both elementary and secondary grades, intelligence, achievements, and interests vary to a great extent so that curriculum, methods, and materials must be flexible and varied to accommodate widely divergent pupil requirements. For providing books and materials suited to these individual differences, the centralized school library is both educationally and economically sound."

At this time, when children are such an important national resource, and when it is important that every tax dollar spent for schools should yield maximum returns, we ask you to consider the practical value of including in the 1961–62 budget enough money to provide at least one librarian for every secondary school, and for establishment of a permanent position of supervising director of school library service.

Appendix A

Summary, District of Columbia school library survey, 1960

[Conducted by Lucile Carmack, senior high school librarian]

	Senior high schools	Vocational high schools	Junior high schools	Elementary schools
Number of schools	10	4	23	[1] 125
Enrollment per school	800–1,672	236–500	329–1,343	163–1,200
Total enrollment	12,567	1,712	27,975	[2] 67,820
Books per school	5,500–8,500	535–3,700	1,132–6,000	200–4,000
Total number of books	61,420	6,235	85,354	31,154
Books per student	5	4	3.5	[3]
Annual budget per student for books, established 1947 [4]	$0.81	$0.87	$0.59	None
Staff, size of	[5]	None	[6]	[7] None

[1] 7 schools not reporting.
[2] 10 schools did not report enrollment figures.
[3] Less than ½.
[4] Annual expenditures for books, from national survey, 1958–59, are secondary schools $1.85, elementary schools, $1.43.
[5] 1 trained librarian (full-time).
[6] 1 trained librarian (half-time) for 22 schools. 1 school no librarian.
[7] 2 elementary schools have pilot libraries, paid for by private funds. A few schools have libraries run by parents on a limited schedule.

Appendix B

Council of Chief State School Officers, policy statement, 1961:

"The school librarian provides service with materials and guidance in their use throughout the school as well as within the library. The school library is intrinsic to the purposes of the school and is therefore a basic service for which the board of education is responsible.

"The school library serves the school and the public library serves the community. Public library service may supplement but never supplant the school library.

"In the years ahead, the school library will occupy an even more strategic place in the schools of the Nation. The achievement of excellence in school library services should constitute one of the major objectives of school systems."

Dean of freshmen at Harvard College:

"The possession of real skill in the use of a good library is indispensable in college work. This kind of skill taught at the school level based on the use of a good library and closely related to the curriculum can save a freshman one to two semesters of course work here."

Educational policies commission, Report 1960, to National Education Association:

"There should be a full-time and professionally trained librarian in charge of the elementary school library * * *. It is essential in a modern elementary school."

Instructor magazine:

"A central school library is an economical, accessible, learning spot and the most necessary piece of equipment is the librarian."

Dr. Benjamin C. Willis, superintendent of Chicago Public Schools:

"The school's major obligation is to meet the needs of all the children of all the people, and these children are all different in interests, needs, and ability * * *. These goals can never be accomplished through the use of a single textbook. A wide variety of educational materials of all kinds, on all subjects, and representing all degrees of reading difficulty, are needed. The library as the coordinating agency provides these materials and the librarian works with teachers and pupils in utilizing both materials and experiences for the maximum educational growth of each individual * * *. The librarian, teacher, and pupils forge a chain which strengthens and binds together the total learning experience."

APPENDIX C

SCHOOL LIBRARY DEVELOPMENT PLAN

The following plan is offered as a minimum goal for the District of Columbia school library development. Whenever this goal is reached, within 5 or 10 years, the District of Columbia school library services would still be below the national average, and far, far below any recommended State or national standards. Steps in development would be as follows:

(1) Supervising director to coordinate program
(2) One full-time librarian for all junior high schools, vocational schools, and special schools
(3) Ten librarians for elementary schools, followed by—
(4) Twenty-five more librarians each year until all schools are staffed with at least one librarian
(5) Central processing service, or clerks on a ratio of 1 clerk to every 5 librarians
(6) Annual book budgets:

	Per pupil
For elementary schools	$1.00
For junior high schools and vocational schools	1.50
For senior high schools	2.00

LIBRARIES TAKEN FOR GRANTED

Senator MCGEE. Part of our attitude, I may observe, comes from the fact that we have had the books and libraries around a long time, and we have sort of taken them for granted. Somehow we think a school child, if he just walks into a room full of books, is going to have a marvelous experience. Well, it just doesn't work that way. And I think we have become so complacent about this that it would do a lot of people some good if we would take them to places around the world where some of us have been where you can find lines of people waiting for their turn to get in the library. In areas where people have been denied these things, where they have never known them in the past, books have become an exciting new experience to them.

I think we have to rekindle that kind of a concept of books and libraries. Part of this means that we need trained people that can convert the library into a really exciting place.

Mrs. NOLEN. I think that many people do not realize that the District of Columbia schools do not have libraries and librarians. I have met people in other places who didn't know that residents of the District of Columbia didn't have a vote. And I have also met people who said, "Do you mean to say you don't have a library there, that you don't have librarians?"

So I think we have to bring these facts to the attention of people.

Senator MCGEE. Books cover up a lot of ignorance, you know, even in the teaching profession, in which some of us have been engaged at some time. It was a good stunt for a teacher to have a personal library, a private library, with the shelves filled, and anybody who came to town would see that you were a learned person. The fact that you hadn't read anything wouldn't come out. It takes more than books. It takes more than a library. These cannot be considered as anything more than tools which must be properly utilized and put to work to accomplish the task at hand.

Mrs. NOLEN. It takes an expert to do the job. It takes knowledge as to the use and the circulation of books.

I have one quotation:

> Education today must prepare a man for work that doesn't yet exist and whose nature can't even be imagined. This can be done only by teaching people how to learn and giving them a kind of intellectual discipline and depth of understanding which will enable them to apply man's cumulative wisdom to new conditions as they arise.

I think this is part of our educational goal, to teach people continually to use books so that when the child leaves school he will have a lifetime habit of continuing his education.

Senator MCGEE. Thank you very much.

Mr. Philip Schwartz.

AMERICANS FOR DEMOCRATIC ACTION

STATEMENT OF PHILIP SCHWARTZ, VICE PRESIDENT, WASHINGTON, D.C., CHAPTER

GENERAL STATEMENT

Mr. SCHWARTZ. Senator McGee, my name is Philip Schwartz. I am an attorney. I am here as vice president of the Americans for Democratic Action, Washington Chapter, to present its views on the urgent needs of the District of Columbia public school system in connection with your consideration of the District of Columbia budget for fiscal 1962.

I have prepared a rather detailed statement which I shall not read at this time in light of the limited time available.

Senator MCGEE. We will appreciate any summary that you can contribute on your own.

Mr. SCHWARTZ. I would like to highlight the brief before you those connection with your consideration of the District of Columbia budget about which we are deeply concerned. The complete statement is appended to this résumé.

OBSOLESCENT SCHOOL PLANT

First, there is the matter of a grossly obsolescent physical plant. In our detailed statement, we have enumerated certain statistics which clearly reveal that there are a substantial number of substandard, aged, and decrepit school buildings beyond redemptive repair which do not satisfactorily meet minimal standards for pedagogical facilities. As of October 20, 1960, one out of seven pupils in the elementary and the junior and senior high schools were attending classes in buildings constructed before 1901; and one out of four in schools built between 1901 and 1925.

Second, the existing buildings are incredibly overcrowded. As of October 20, 1960, 76,603 children were in school buildings deemed overcrowded. Two-thirds of the children in the first 6 grades were in classes of more than 30 pupils.

Third, many thousands of pupils do not have access to textbooks in usable condition nor may they, in many cases, take textbooks home. Many texts are obsolete by modern standards.

TRACK SYSTEM

Fourth, we have taken note of certain clearly inadequate features in the track system of educating District of Columbia pupils. As of October 20, 1960, only 240 of the 1,183 elementary pupils in the honors track were actually in separate classes. About 5,000 pupils who should have been in the basic track for poor learners were not in separate classes.

BASIC EDUCATION

Basic education and associated services in the District public school system is a fifth area demanding much greater attention. The majority of our complete statement is concerned with the great deficiency in this phase of District of Columbia education. Virtually the entire program is gravely understaffed. This is borne out in a report to the Board of Education of the District of Columbia entitled "An Evaluative Study of Basic Education and Related Services in the District of Columbia," dated April 10, 1961, and prepared by Dr. Irene C. Hypps, assistant superintendent of schools in charge of the department of attendance and pupil appraisal.

This report clearly indicates that the personnel assigned to this phase of education in the District during the 1959–60 school year were severely overtaxed. The ratios of pupils to various categories of special personnel invariably exceeded the Board-recommended ratios. These personnel include basic education teachers in the elementary, junior, and senior high schools, counselors in the elementary schools, and the junior, senior, and vocational high schools; also reading clinicians, speech therapists, school psychologists, clinical psychologists, psychiatric teams, school attendance officers, and social workers.

COUNSELOR LOADS

For example, a counselor in a junior, senior, or vocational high school can efficiently advise, according to the Board's standard, 400 pupils. In the 1959–60 school year, on the average, a junior high school counselor had a caseload of 803 and a senior high counselor had a caseload of 578; vocational counselors averaged 561. And a most

shocking condition has existed in the elementary schools with regard to counselors. The recommended ratio of pupils to counselors in the elementary schools is 600 to 1. Yet, here in the District of Columbia, the 67,016 elementary school pupils had but 2 counselors, or a caseload equivalent to 33,508 per counselor. In order to reach the optimum levels of counseling service an additional 150 counselors are needed.

NEED FOR SPECIAL TEACHERS

These figures manifest forcefully the urgent need for more atypical classes and teachers, more counselors, more special education teachers, more psychologists, and other specially trained people to provide the necessary assistance to mentally retarded and educationally retarded children. The basic education and special education programs are necessities in a modern school system to contribute to the uplifting of the less fortunately equipped children to higher levels of participation in society. Society owes these children the best chance to develop their capabilities to the fullest. If such development requires separate and specialized educational services, then they must be provided, and provided to a degree to really be effective. Failure to do so is not only injurious to the children concerned, but in the long run will prove to be detrimental to society as a whole. Children whose deficiences are not given peculiar attention, leaving them ill prepared to meet the heavy demands of modern society, are more likely to commit criminal and other antisocial acts.

Some persons have characterized counseling and testing as "frills" engrafted upon the educational structure of the District, and thus they should be dispensed with or sharply reduced. We believe it would be a most egregious error to view them as extraneous embellishments or as luxuries easily expendable. Unless accurate measurements are made of pupil capabilities and progress, the essential data is unavailable for determining the effectiveness of programs and for assigning pupils to courses most conducive to developing their innate abilities.

NEED FOR ADEQUATE FUNDS

We believe that the grave conditions that exist in the District of Columbia school system, of which we have described only a few, are festering and deteriorating for lack of adequate attention. The 1962 school budget must foster an expanding, well-balanced school system. It must provide for long-range planning in a rapidly changing society so that the educational programs will keep pace with the social, political, and economic environment. The school system must be willing to innovate and experiment. It must inspire the gifted and elevate the less endowed to their highest capabilities.

All this cannot be done without adequate funds, funds for more classrooms, teachers, psychologists, counselors, and other personnel. We must have enough and modern textbooks and teaching aids. We cannot permit our children to go on year after year attending school buildings unfit for education.

The challenge is clear. It is the duty of this subcommittee to assure that the budget will not only correct these conditions but also make the District public school system a leader in preparing American children for the complexities of these times.

Thank you very much for this opportunity.

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Senator McGee. Thank you very much for your abbreviated statement. Your prepared statement will appear in the record.

(The statement referred to follows:)

STATEMENT OF PHILIP SCHWARTZ

Chairman Byrd and members of the subcommittee, we feel that there is much to praise in the District school system. However, your consideration of the school budget demands an awareness of the critical deficiencies in the system. There are several areas of serious inadequacy on which I would like to briefly elaborate today.

First, there is the matter of a grossly obsolescent physical plant. As of October 20, 1960, 17,097 children in the elementary and the junior, and senior high schools, or almost 1 pupil out of 7, were attending classes in buildings constructed before 1901. In addition, 29,883 pupils, or about 1 pupil out of every 4, were in schools built between 1901 and 1925. The Strayer report declared in 1948 that 29,842 pupils were in schools classified as "unsatisfactory" or "inadequate." Thus, these structures, which are still being utilized, were viewed 13 years ago as already being unfit for use and beyond redemption or needing major improvements.

The second area about which we are deeply concerned is the overcrowding of pupils in the existing buildings. As of March 1, 1961, a total of about 6,000 children were attending classes in such inappropriate confines as auditoriums, gymnasiums, and so on, that were not designed for teaching purposes. As of October 20, 1960, 76,603 children were in school buildings that were deemed overcrowded. Of this amount, 33,421 were in buildings overcrowded by at least 25 percent.

Furthermore, 47,246 pupils in the first 6 grades, or two-thirds of the total in these grades, were in classes of more than 30 pupils. In the elementary schools, 9,478 were in "split level" classes, teaching more than 1 grade. Part-time shift classes were attended by 2,394 children.

Third, there is the deplorable textbook situation. Many thousands of pupils do not have access to textbooks in usable condition and there is a considerable degree of unavailability of books for home use. Many textbooks are obsolete by modern standards.

Fourth, we have taken note of certain clearly inadequate features in the track system of educating District of Columbia pupils. As of October 20, 1960, only 240 of the 1,183 elementary pupils in the honors track were actually in separate classes. What is more, about 5,000 pupils who should have been in the basic track for poor learners were not in separate classes. And because of personnel shortages, two-thirds of these children thought to need basic track teaching could not be tested to establish this fact. The one-third that were tested and found to be poor learners could not be placed in separate classes because of shortages of classrooms or teachers or both. Last year, the Board of Education had to drop its plan to give special attention in the elementary schools to slow learners, who should be in classes of 18 or 20. Now we are told that next year it cannot help this group in the junior high schools. The reason is lack of space, lack of teachers, and lack of funds.

Basic education and associated services in the District public school system is a fifth area demanding greater attention. Virtually the entire program is gravely understaffed. This fact is borne out in a report to the Board of Education entitled "An Evaluative Study of Basic Education and Related Services in the District of Columbia Public School System," dated April 10, 1961, and prepared by Dr. Irene C. Hypps, Assistant Superintendent of Schools in charge of the Department of Attendance and Pupil Appraisal.

This report clearly indicates that the personnel assigned to this phase of education in the District during the 1959–60 school year were severely overtaxed. The ratios of pupils to various categories of special personnel invariably exceeded the Board-recommended ratios. These personnel include basic education teachers in the elementary and the junior, and senior high schools; counselors in the elementary and the junior, senior, and vocational high schools; reading clinicians, speech therapists, school psychologists, clinical psychologists, psychiatric teams, school attendance officers, and social workers.

For example, a counselor in a junior, senior, or vocational high school can efficiently advise, according to the Board's standard, 400 pupils. In the 1959–60 school year, on the average, a junior high counselor had a caseload of 803 and

a senior high counselor had a caseload of 578. Vocational high school counselors averaged 561. A most shocking condition has existed in the elementary schools with regard to counselors. The recommended ratio of pupils per counselor in the elementary schools is 600 to 1. Yet, here in the District of Columbia, the 67,016 elementary school children had but 2 counselors, or a caseload equiv alent to 33,508 per counselor. In order to reach the optimum levels of counseling service an additional 150 counselors are needed. This breaks down to 30.5 additional counselors for the junior high schools, 8 for the senior highs, 1.5 for the vocational highs, and 109.8 for the elementary schools.

Speech therapists were similarly prevented from giving sufficient attention to their special pupils. The 36 speech therapists handled over 4,000 children, a ratio of over 111 per therapist, which is more than twice the recommended ratio of 50 per therapist; 44 additional speech therapists are desperately needed. Serious personnel shortages also exist for reading clinicians, school psychologists, clinical psychologists, psychiatric teams, school attendance officers, and social workers.

At least 38 additional basic education teachers are needed in the junior high schools to lower the ratio of pupils to the recommended 18 per teacher. While this report shows that the current average load per basic education teacher in the elementary schools is 17, which is less than the recommended 18, implying a lack of need for additional teachers, it should be noted that these figures do not account for the considerable number of children on the waiting list for testing and the number of children not assigned to basic education classes because there are an insufficient number of teachers to man these classes.

The report does, however, reveal the large waiting lists for special education classes. As of November 3, 1960, there were 157 behavior problem children awaiting entry into the 14 social adjustment classes. This number exceeded the enrollment in these classes, which had 137 pupils. Even more inordinate was the inadequate staffing of classes for the severely mentally retarded. Here the 5 classes with total enrollment of 39 had a waiting list of 135.

The total number of pupils referred for individual psychological study continues to rise each year. In the school year ending June 30, 1960, 7,282 cases were referred, 5,521 were actually studied, but 2,031 remained on the waiting list.

These figures manifest forcefully the urgent need for more atypical classes and teachers, more counselors, more special education teachers, more psychologists and other specially trained people to provide the necessary assistance to mentally retarded and educationally retarded children. The basic education and special education programs are necessities in a modern school system to contribute to the uplifting of the less fortunately equipped children to higher levels of participation in society. Society owes these children the best chance to develop their capabilities to the fullest. If such development requires separate and specialized educational services, then they must be provided and provided to a degree to really be effective. Failure to do so is not only injurious to the children concerned, but in the long run will prove to be detrimental to society as a whole. Children whose deficiencies are not given peculiar attention, leaving them ill prepared to meet the heavy demands of modern society, are more likely to commit criminal and other antisocial acts.

Moreover, counseling and testing are not extraneous embellishments on the public school system nor are they luxuries which are easily expendable. They are basic tools in evaluating and improving the educational system. Unless accurate measurements are made of pupil capabilities and progress, the essential data is unavailable for determining the effectiveness of programs and for assigning pupils to courses most conducive to developing their innate abilities.

We believe that the grave conditions that exist in the District of Columbia public school system, of which we have described only a few, are festering and deteriorating for lack of adequate attention. We believe that the need is clear and unmistakable. Those in charge of the system must be bold. It is easy not to be excited over public situations that have subsisted for many years without sensation.

Education is the keystone of progress, as we have been frequently told, especially since the Russian launching of sputnik. It is also the keystone of a viable democracy. Only through an informed public does a true democracy operate. The ability to keep oneself intelligently informed rests to a large measure on the inspiration nurtured by the early educational experience. Herein lies a fundamental duty of this subcommittee. It must approve a budget that will foster an expanding, well-balanced school system. The budget must provide for long-range

planning in a rapidly changing society so that the educational programs will keep pace with the social, political and economic environment.

The school system must be willing to innovate and experiment. It must inspire the gifted and elevate the less-endowed to their highest capabilities. All this cannot be done without adequate funds, funds for more classrooms, teachers, psychologists, counselors and other personnel. We must have enough and modern textbooks and teaching aids. We cannot permit our children to go on year after year attending school buildings unfit for education.

The challenge is clear. We hope that you will meet it with a recognition of the profound needs of the school system and assure that the budget which will not only correct these conditions but which will make the District public school system a leader in preparing American children for the complexities of these times.

Thank you very much.

COMMISSIONERS YOUTH COUNCIL

STATEMENT OF MIRIAM CARLINER, AREA E BOARD

GENERAL STATEMENT

Senator McGEE. Mrs. David Carliner.

Mrs. CARLINER. My name is Miriam Carliner. I appear here on behalf of the Area E Board of the Commissioners Youth Council. These Boards are composed of volunteer citizens who with the guidance of a small professional staff carry on a variety of activities to combat juvenile delinquency. The budget for the Commissioners Youth Council provided for seven professional workers. The House, however, eliminated funds for five of these positions. We urge that these funds be restored. The proposed cut all but eliminates the area boards' ability to carry on a program against juvenile delinquency.

We strongly endorse the appeals which Commissioner Tobriner and Superintendent Hansen have made to you to restore the funds for elementary school counselors.

COUNSELORS FOR SCHOOLS

We are aware of the District's difficult financial situation. We believe, however, that the funds we are asking for will prove to be well spent. We know that the services of counselors in the school system are no frill, no luxury, no boondoggle. Why do we say this? The teacher in the classroom is responsible for 30 to 40 children. She has a course of study to get across to all of her pupils. She is often unable to help the child—and there are many of them—who has a particular problem, a reading disability, a disturbed home situation which affects his schoolwork, an aggressive, hostile personality which interrupts the class discipline, an empty stomach, or a medical need. Yet, if that disturbed child is not helped, if his problem is not solved, he may well become a casualty in the school system. The least that will happen is that he will get less out of his schooling than he should, his capacity for accomplishment will not be realized. He will be the loser and so will society. Or, at worst, and this happens far too often, his personal, his family and his school maladjustment will lead to juvenile delinquency, adult crime, or mental illness.

The question this committee must answer is not whether it can find the money for the school counselors, but whether the community can afford the cost which will be entailed if these counselors are not put to work.

We are not speaking of an untried program. Counselors are considered by many school administrators as a necessary part of the educational team. They are used in many other parts of the country, including California, Connecticut, New York City, Baltimore, and, for the past 20 years, Philadelphia. Their employment in District schools would, therefore, not be in the nature of an experiment. They are regarded by virtually all school administrators as a necessary part of the educational team. Since 1959 the have been tested in the District of Columbia in the laboratory schools staffed by the D.C. Teachers College. The fact that both Superintendent Hansen and Commissioner Tobriner, himself a former president of the Board of Education, have made a special appeal to this committee for the counseling funds is evidence of the importance with which the District of Columbia regards this program.

We believe, Mr. Chairman, if you wish schoolchildren to learn the fundamentals of reading, writing, and arithmetic, that schoolteachers be freed from the burden of being social workers to the disturbed children in their classrooms and that you give those children a staff of counsels who can help clear their minds for the essentials of school work.

Thank you very much.

PHASES OF COUNSELING

Senator McGee. I want to thank you for your statement and for its emphasis and its two main theses, one, that the small number of professional counsels will assist in improving the teaching function of the individual classroom teachers; secondly, that the counselor likewise works professionally on the emotional problems of a child, a growing youngster that may ultimately blossom into some kind of juvenile delinquent and later an adult delinquent of a more serious sort unless the tendency toward delinquence is curbed very early. I think the point you make, that the issue is not whether we can afford these counselors, but whether the community can afford the consequences of not having them, is, in a very crude way, the guts of this statement.

Mrs. Carliner. I hope you can convey your point of view to the other Senators that this is really economical in the long run.

Snator McGee. I certainly agree with you that it is not only economy, but it is a constructive act.

The chairman of the committee is back. I want to thank you, Mr. Chairman, for allowing me to be here this afternoon. I have been back in school, and I have had a very refreshing time. We have had some excellent testimony.

I have another meeting, and I will switch off.

PROCEDURE OF COMMITTEE

Senator Byrd (again presiding). Ladies and gentlemen, we will proceed as we did this morning. I think you have all been alerted to the fact that you are expected to give your testimony in 5 minutes. If you have written statements you may present those for inclusion in the record. And then you may give your oral testimony in addition thereto, or if you prefer to read your statement, and not give any oral presentation in addition thereto, you may do that. But I would suggest that if your written statement is beyond three pages you perhaps

would be better advised not to begin to read it. I don't want you to get the impression that this committee does not welcome your testimony. It does. If it is necessary for us to go into another day of public hearings to permit outside witnesses to appear, I will be very agreeable to that. I have no hesitancy in extending the number of days of the hearing. But as I explained this morning, and as I think you can appreciate, Senators will read your testimony in the record. And there is no point in your reading a 6-, 8-, 10-, or 12-page memorandum when it will be included in the record at your request.

For your information, my day does not end at 5 o'clock or 5:30. It ended this morning beyond midnight, beyond 12 o'clock last night, and the night before, my work was carried on in connection with the activities of this subcommittee until 2 o'clock in the morning. So the fact that I may be trying to expedite the hearings this afternoon doesn't mean that I am getting away from the work that interests you, or that I am shirking my responsibility.

Now, the next witness will be Mrs. Anthony Schwartz.

DISTRICT OF COLUMBIA COMMITTEE FOR COUNSELING AND GUIDANCE IN ELEMENTARY SCHOOLS

STATEMENT OF MRS. ANTHONY SCHWARTZ

General Statement

Mrs. SCHWARTZ. Thank you, Mr. Chairman.

I am Mrs. Anthony Schwartz, representing the District of Columbia for Counseling and Guidance in Elementary Schools.

I wish to express our committee's appreciation for this opportunity to speak on the subject of the school budget. We respectfully request that you reinstate the funds for 10 elementary school counselors requested by the District of Columbia Superintendent of Schools and approved by the District Commissioners. Actually, we have heard some very eloquent testimony here today in favor of elementary school counselors. It is almost repetitious for me to go on, but since the chairman was not present, perhaps I should read my statement.

FUNCTION OF COMMITTEE

This committee, which I represent, is actually composed of people who have made studies through other groups of the need for elementary school counselors. And the need was felt to be so urgent that we decided to have a special committee to try and help the District schools obtain elementary school counselors.

At present there are no elementary school counselors in the District of Columbia. Actually there are two at the LaSalle Experimental School, but none as a part of the regular staff of the schools. We are greatly behind the times in this respect. This is the only city of over 500,000 population which has none. And all of Virginia and Maryland suburban areas have them, and any large city that I could name, including many, many States, has them as a part of their educational program.

WORK OF ELEMENTARY SCHOOL COUNSELOR

But what does the elementary school counselor do? Why do outstanding professional educators support this development in the schools of our country as an accepted part of school services? Why does the White House Conference on Children and Youth express on numerous occasions the urgent need for counselors in elementary schools? To begin with, an elementary school counselor is a specialist, who specialized training enables him to be a resource person to teachers, helping them to identify and deal with problems which obstruct the teaching process. He is also a resource person to the child who is having difficulties which interfere with his learning, and to the child's parents. For example, Johnny is not learning to read; he is in the third grade and far behind his peers. He may be disrupting the class by his aggressive behavior, or he may have withdrawn into daydreams. His teacher is topnotch, but can't get through to Johnny. The counselor is called in. Psychological and physical tests, interviews with child, parents, and teacher ensue; and these eventually uncover the causes of Johnny's school failure.

Perhaps he is an intellectually gifted child, whose personal and family problems have overwhelmed him. Possibly referral to a mental health clinic might set Johnny on the track to fulfilling his learning potential, so that he may some day make a contribution to society commensurate with his intellectual capacity. Or perhaps Johnny is mentally limited, or a hearing defect or visual difficulty is keeping him from learning, and a different solution would be indicated. There are many possibilities, but a careful and time-consuming evaluation is necessary to find what is behind Johnny's inability to learn; and his bright and willing teacher has neither the time nor the training to pursue it. It is interesting to note that often it is the most skillful and dedicated teachers who make the most use of specialist help when it is available, for it is not usually the fault of the instructor when a child does not learn. Personal or social problems can render a child unable to make use even of excellent instruction and school facilities. But in very simple terms, such services help the teached to teach and the child to learn. We must, of course, continue our efforts to improve the instructional program for all chilren. But special psychological and counseling services go hand in hand with the instructional program, making it more effective.

RESULTS OF LACK OF COUNSELING

But let us go back a moment to our hypothetical Johnny. What is likely to become of him without the help of individual attention and guidance? Studies have shown a high correlation between early reading difficulties and later truancy and delinquency. It is easy to see how Johnny, unable to keep up with the work in class, bored and feeling inadequate, might start to misbehave and/or be truant. More than likely he will drop out of school at 16 and, according to statistics, drift into delinquency and crime. Is this an oversimplification? In some ways, yes—certainly there are social factors contributing to the dropout and delinquency problems that are beyond the scope of a counseling program; social factors such as lack of employment opportunities, slum neighborhoods, and parental ignorance and neglect. But there

are many Johnnies who can be saved by proper help given early enough.

DIFFICULTIES APPARENT EARLY

Early enough. These are the key words. Numerous studies have shown that signs of serious difficulties are apparent very early in the school situation. These grow more complex and deeply rooted as time goes on. If and when the child reaches secondary school, remedial help is sometimes hopeless, and always difficult and expensive. We must begin to deal with our serious delinquency problems before they occur, in the early formative years, when characters and destiny can still be molded.

COST OF PROGRAM

But let us be hardheaded businessmen about this, and not starry-eyed do-gooders. Let us consider the cost. Clearly, the cost of preventive measures is but a fraction of the cost of remedial ones. Johnny, age 17, and in serious trouble with the law, will cost the community many thousands of dollars in penal reform, which a small amount of help given at age 8 might have prevented. It is unfortunate that so many of us fail to apply the financial economy of prevention. Millions are being spent on delinquency and crime. It is economical to do more about its prevention.

POSITION OF SCHOOLS

Our schools are in a strategic position to encompass a broad preventive program, because it is here that every child can be observed and reached. An elementary school counseling program is primarily a preventive one, with its purpose the early identification, not only of antisocial behavior, but also of pupil talents. Outstanding groups such as the American Personnel and Guidance Association, and the White House Conference on Children and Youth take a strong position on the need for such services to prevent the waste of natural resources of talent in our young people. We believe that guidance services in our schools are a result of certain basic values in our American culture; namely, the importance of the individual, and his right to the opportunity for self-realization.

CHANGES IN SCHOOL

Times have changed since we had the little old school in which a teacher could take the time for personal guidance of each child. We now have elementary schools of 800 to 1,000 children, with one principal to handle all special problems. The little old school was fine in its day, as was the horse-and-buggy doctor. But with the increasing complexity of our living, there has been an increase of knowledge to deal with it. Now the horse-and-buggy doctor refers his patients to the X-ray specialist, the orthopedic surgeon, the eye surgeon, the neurosurgeon. Would you consider these medical specialities as frills to the medical profession? Would you want to turn the clock back 50 or 100 years and do without them? In the same way, counselors are specialists in the field of education. This speciality has grown in response to a need—a need discovered as a result of increased knowl-

edge of how and why children learn and behave the way they do. Let us not turn back the clock in education, when we have available to us the thinking and experience of the 20th century to help us meet the enormous tasks ahead.

Senator BYRD. Thank you, Mrs. Schwartz, for a very fine statement. I think it was very well presented.

Now, Mrs. Florence Craven.

I believe you are here in the interest of the public schools also, are you not?

PETWORTH CITIZENS' ASSOCIATION, INC.

STATEMENT OF FLORENCE V. CRAVER, SECRETARY

PREPARED STATEMENT

Mrs. CRAVER. Yes, sir; I am.

Senator BYRD. Well, suppose you proceed with your testimony.

Do you have a prepared statement?

Mrs. CRAVER. Yes, I have. It is quite brief.

Senator BYRD. Fine. You may proceed, and don't feel hurried.

Mrs. CRAVER. Thank you very much.

And I would like to file a statement for the Petworth Woman's Club.

(The statement referred to follows:)

STATEMENT FOR PETWORTH WOMAN'S CLUB

Hon. ROBERT C. BYRD,
Chairman, Senate Subcommittee on District of Columbia Appropriations.

DEAR MR. BYRD AND COMMITTEE MEMBERS: The Petworth Woman's Club, an affiliate of the General Federation of Women's Clubs, is concerned with the public school budget for 1962—as presented to Congress by the Superintendent of Schools, Dr. Carl Hansen, the Board of Education, and the Commissioners of the District of Columbia.

We are informed that there was a deletion of approximately $2 million made by the House subcommittee.

We also understand that the Superintendent, the Board of Education and the Board of Commissioners of the District of Columbia have appeared before you in recent days and given you precise figures and justifications for requesting restorations of the items which were cut.

We will not spell out a table of each—but would like to say that we have the greatest confidence in the school officials and the Commissioners. We know they have tried very hard and worked long hours on this budget for 1962, and so we wish to add our voice to the many other requests for the restoration of the total deletions.

During the 48 years of existence of the Petworth Woman's Club, our members have worked earnestly and efficiently for the betterment of this community, and the city of Washington, plus working for the passage of bills in Congress of national interest.

We trust that your subcommittee will be able to place back in the budget enough for more teachers, counselors, clerks, supervisors, custodians, building maintenance and repairs, and the new building projects requested.

Thank you kindly.

MARION WEAVER, *Secretary.*

HISTORY OF CLUB

Senator BYRD. You may proceed.

Mrs. CRAVER. Senator Byrd and committee members, the Petworth Citizens' Association, Inc., was organized at the home of the late William F. Gude, Sr., with a group of 23 neighbors in October 1902.

It is one of the oldest of such organizations in the city. Our members have carried on community projects through the 59 years with special interest in schools, libraries, playgrounds and community and city improvements in general.

We are interested, as of now, in the deletions made by the House subcommittee of the 1962 public school budget requested by the Superintendent of Schools, Board of Education, and the Commissioners of the District of Columbia.

RESTORATIONS REQUESTED

We wish to add our protests to these cuts and are listing herewith the ones we are most interested in having restored.

(1) Needs in the business administration office, $7,575.

(2) Supervision and instruction, $374,029.

(3) Teaching service—elementary, $221,946. We are especially interested in the need for the 17 teachers for elementary schools.

(4) Counseling and related services, $83,045. We feel that counselors are most necessary in elementary schools as they have no assistant principals—many with as large or larger enrollments than some secondary schools.

(5) Supervisory service, $43,031.

(6) Clerical service, $8,740.

(7) Texts and supplies, $12,087.

(8) District of Columbia Teachers College, $12,700.

(9) Buildings and grounds maintenance, operation and repairs, $119,255.

(10) Transportation, $15,871.

(11) Elementary school lunch program, $24,200.

(12) Tuition for handicapped children in outside institutions, $5,180.

(13) New building construction, $1,302,000.

Totaling approximately $2,229,659.

This seems like quite a piece of money, but—is there anything more important than the education of our children and youth?

NEED FOR SCIENCE TEACHING

We realize that we need airplanes, submarines, roads, missiles, housing, hospitals, and so forth—but if we do not teach the coming generation the new sciences, will our country be wise enough to use all the above items to the best advantage?

May I please quote a line from Herbert Spencer?

> What knowledge is of most worth? The uniform reply is "Science.." For direct self-preservation or the maintenance of life and health, the all-important knowledge is—science. For that indirect self-preservation which we call gaining a livelihood, the knowledge of greatest value is—science.
>
> For the interpretation of national life, past and present, without which the citizen cannot rightly regulate his conduct—the indispensable key is—science. And for purposes of discipline, intellectual, moral, religious, and most efficient study is—once more—science.

It is as true today as in that era.

We are hoping that this Senate subcommittee will restore all or at least 99 percent of the appropriations so needed for educational funds.

Thank you for listening with great patience.

It is refreshing to have someone to talk to who has the interest of the teacher at heart.

Senator BYRD. Well, Mrs. Craver, I think I mentioned this morning that I have two daughters——

Mrs. CRAVER. Oh?

Senator BYRD (continuing). And one is 20 and the other is 23.

And one could not have two daughters as lovely and as charming and sweet as my daughters are without being intensely interested in education.

Mrs. CRAVER. I hope one of them, at least, is going to be a teacher.

Senator BYRD. She has studied to be a teacher. She majored in history.

She received her A.B. degree, but she finds that there are no vacancies for history majors in Arlington or in any of the areas surrounding where we live.

She possibly could go back to West Virginia and find a teaching position, but I am sympathetic with our teachers and, as a member of the West Virginia Legislature before I came to the Congress, I think I have had some additional exposure to the problem, and to the needs which attach themselves to our educational system.

I think you have made a good statement.

Mrs. CRAVER. Thank you.

Senator BYRD. You have been patient in waiting this long and we thank you for it.

Mrs. CRAVER. I have had 45 years in the schoolroom, and I think maybe your daughter would enjoy it, if I told her that every minute of it was happy.

Senator BYRD. I am sure you are right. Thank you, Mrs. Craver.

Mrs. CRAVER. Thank you.

DISTRICT OF COLUMBIA EDUCATION ASSOCIATION

STATEMENT OF SIDNEY H. ZEVIN, LEGISLATIVE CHAIRMAN

GENERAL STATEMENT

Senator BYRD. Now, is Mr. Zevin here?

Mr. ZEVIN. Yes.

Senator BYRD. Have you a prepared statement, Mr. Zevin?

Mr. ZEVIN. I would like to say, first, that I have a prepared statement but I am just going to leave it with you.

I have sat here for some hours and there are just a few things that I thought I would like to say that are not in my statement.

Senator BYRD. Your statement will be included in the record.

Mr. ZEVIN. Thank you.

First, I would like to say that I am a product of the District schools and Mrs. Craver was my fifth-grade teacher some 30 years ago——

Senator BYRD. Wonderful.

Mr. ZEVIN (continuing). And when we had our rollcall intermission we reminisced with pleasure.

Senator BYRD. This is living testimony of her good work.

Mr. ZEVIN. That is right.

DISTRICT SCHOOLS SHOWCASE TO WORLD

Secondly, I would like to note a comment that Senator McGee made about the fact that the District schools are merely a showcase to the world of education and not just a matter for the District, and I would like to say that that is not just theory but it is a practical fact.

In the particular junior high school in which I work we have a constant stream of visitors from overseas. We had the 10 Russian visitors who came some 2 years ago, as you may remember.

We have had, I think, as many as 13 different nations represented by groups interested in education in the course of a given year. In addition, we have as students in many of our schools in the District children of embassy officials and of other representatives of foreign governments.

And what they see in our schools is what they take back to their nations. I think this is a matter of importance.

REPRESENTATIVES OF TEACHERS

The other thing that I think is important is the fact that I am here as a representative of teachers. I represent the District of Columbia Education Association, with something over 3,500 members here in the District.

And we take the general stand that we are in full support of the restoration of the $530-some-thousand which was deleted from the budget by the House Subcommittee on Appropriations.

I simply would like to mention two or three items that I think are of paramount importance.

First is the fact that $386,000 of that money that was deleted was for supervision and instruction. Of particular importance—and so many of these things have been noted by other speakers—are the deductions for elementary and junior high school teachers which, we feel, are absolutely essential.

INADEQUATE SALARY SCHEDULE

Another notation that we have made is the fact that we would like to point out that part of our problems in the District and in many large cities are complicated by the fact that we cannot offer the kind of a salary schedule which will attract to our school system adequately trained and equipped young men and women, who will assume the responsibilities of teaching in a large city school system with a full load of education problems.

I will not go into the problems since we have had some discussion of those today.

FEDERAL PAYMENT

The third item that I would like to point out is that we are in favor of the $36 million Federal payment which the District Commissioners have asked. We feel, in essence, that the complete budget for the schools, as submitted by Dr. Hanson, for whom we have, by the way, the greatest respect and admiration, is a minimum budget for the District.

And we should not have less.

Thank you very much.

Senator BYRD. Thank you, Mr. Zevin.
(Mr. Zevin's statement in full follows:)

STATEMENT OF THE DISTRICT OF COLUMBIA EDUCATION ASSOCIATION

The District of Columbia Education Association supports the Superintendent of Schools in his request for the restoration of $537,759 which the House Subcommittee on Appropriations deleted from the 1962 school budget.

The budget, which is the result of careful consideration by the school officers, the Board of Education, and the District Commissioners, represents the very minimum budget necessary for the operation of the school system.

We call to the attention of this committee that the largest portion of the amount deleted, $386,729 is for supervision and instruction. This represents the following cuts:

17 regular elementary teachers plus 1 for science and the necessary substitute service for these positions	$95,646
14 junior high school teachers	73,966
52 part-time teachers for summer school	28,383
Extension of evening school program including more teachers	23,951
10 counselors for elementary schools	63,891
3 counselors for senior high schools	19,154
2 counselors for teachers college	12,700
3 assistant principals for junior high schools	25,118
Supervisory service for evening school	968
Supervisory service for all school levels	16,945
Clerical and secretarial service	8,740
Textbooks and supplies	12,087
Tuition for handicapped children	5,180
Total	386,729

The additional 17 elementary teachers are absolutely necessary to reduce class size to a ratio of 30.5. There are 47,246 pupils now in classes larger than 30. Only one county in the metropolitan area, Prince Georges, exceeds that ratio. Alexandria, Arlington, Falls Church, and Montgomery County have ratios ranging from 27 to 28.4.

On the junior high school level there are 3,231 classes ranging from 31–55. Of these, 872 classes are over 40 in size.

As a matter of fact, the entire budget requested by the Board of Education and the District Commissioners is modest in comparison with the actual needs of the school system.

The District of Columbia Education Association representing 3,518 of the teaching and administrative personnel of the public school system takes exception to the derogatory statements concerning local schools which were made before the House subcommittee, and which will undoubtedly be made by the same persons to this committee, if they have not already done so.

We respectfully call to the attention of the committee that the public school system, which opens its doors to all of the children of all of the people, is staffed by a corps of dedicated people who, as the Superintendent of Schools has frequently said, "have met challenges far beyond the ordinary in recent years and have in the main, without concern for self, expended themselves in the service of children." We not only underscore every word in the Superintendent's statement but testify to the dedicated leadership he is giving to the school system.

The fact that we deplore some of the statements which have been made does not mean that we, who are in public education, do not welcome constructive criticism. It does mean, however, that we regret criticism the aim of which is to disparage the public school system which contributes so much to the welfare of our country.

We submit that there is very little wrong with our schools which an adequate budget cannot rectify. It is a sad commentary on a country with so much wealth that sufficient money is not forthcoming to provide for our children the finest educational system it is possible to provide. This does not mean that those in charge of public education should not spend the tax dollar with the utmost care and caution; it does not mean that the school budget should not be open to public scrutiny and suggestion. Neither does it mean that we are not appreciative of the time devoted by members of the various committees of

Congress to the interests of our schools, that we are not grateful that some buildings are being built and repaired, that class size in the elementary schools is being gradually reduced, that there have been some salary raises, that most of our hungry children are being fed, etc.

What, then, does it mean? It means that we, who are engaged in public education in the District, are greatly disturbed by the fact that we cannot offer the kind of a salary schedule which will attract to our school system adequately trained and equipped young men and women who will assume the responsibility of teaching in a large city school system with a full load of educational problems. It means that teachers are greatly disturbed that so many classes are too large to do justice to each individual child. It means that teachers are frustrated by the lack of a sufficient number of classes for the emotionally disturbed and maladjusted and that so many of such children are in regular classes, thereby depriving both the well adjusted and the maladjusted of proper attention. It means that teachers know it is wiser and cheaper by many hundreds of dollars to expend the public dollar in an effort to prevent delinquency rather than to use it to keep delinquents in institutions. It means that classroom teachers know the value of counselors, school librarians, psychiatric services, and all of the other services which help them to do the best job possible for all of the children. It means that teachers know that all of these services must be increased, if they are to do adequately the task which they must do.

Certainly the financial plight of many of our large cities and the staggering educational problems they are facing, for which they need the maximum public assistance, are not unknown to the members of the committee. Because of their former greater resources, the large cities tended previously to develop finer serviced schools and higher paid staffs. In severe financial straits, the large cities are finding it extremely difficult to maintain their former services. In light of this fact, the budget supported by the Superintendent of Schools is extremely modest.

Washington, D.C., faces all the fiscal problems of the big-city group plus a few others which are no doubt unique. A few such problems as the following may be listed:

(1) An increasingly large number of temporary teachers:
In 1954–55: 579 temporary teachers or 15.5 percent.
In 1960–61: 1,346 temporary teachers or 29.4 percent.

(2) An insufficient number of teachers as evidenced by the number of classes with enrollments over 30.

(3) Counselors averaging twice the maximum load of pupils for efficiency on the secondary level with no counselors for the elementary level.

(4) A large number of pupils in special education classes—basic (subnormal) braille, hearing conservation, orthopedically handicapped, overage, severely mentally retarded, sight conservation, visiting instruction.

(5) A large number of children on the needy lunch program.

(6) An increasingly large number of families receiving public assistance.

(7) A large number of children of school age needing dental, hearing, vision, and other physical corrections.

In the last decade the District's population declined by 4.8 percent, while the school population increased by 20.8 percent ("Income and Population Trends in the 20 Largest Cities. Research Memo 1961–9—NEA"). The budget for the schools has definitely not been increased to take care of the growing enrollment adequately.

The Federal Government, the employer responsible for 52 percent of the wages paid in the District, is the owner of 28 percent of the land; yet over the 10-year period from 1948 through 1957 the Federal Government contributed only an average of 11 percent of the District budget, while 89 percent came from District taxation. (Source: U.S. Department of Health, Education, and Welfare. Office of Education. "Federal Funds for Education." Government Printing Office, 1959, p. 179.) It follows that the $36 million Federal payment requested by the District Commissioners is thoroughly justified. It is hoped that this committee will recommend this payment so that the modest budget requested for the schools will be passed in its entirety.

Mr. Eric Johnston put it very well when he once said, "I think we must recognize that public education is no less a function of our society than public health. If anyone proposed cutting down public health expenditures on the theory that a little typhus or a little cholera among our children wouldn't hurt us to much, we would react in shock. I think we need the same sense of shock theory

that we can afford to lose a generation of human resources on the specious reason that we can't afford to pay to educate and develop them."

I feel certain that the members of the committee agree with me that the Federal Government and the District can afford to pay adequately to educate our children. The Superintendent of Schools was correct when he said, "We are in a position to justify, on the basis of the performance of the school system, the claims for additional aid and help for the benefit of the children for whom we are jointly responsible."

In closing this statement I would request that the members of the committee give thoughtful consideration to the following words of the former U.S. Commissioner of Education, Lawrence Derthick: "These schools of ours are the schools of democracy and they can be no better or stronger than the people want them to be. They have many of the faults of democracy. But they have the virtues of democracy as well and they carry forward the beliefs that are fundamental to freedom.

"We believe that from our unique system of democratic education, which has no counterpart on earth, we can reap an almost mystic yield—the product of which creates markets, magnifies industry, and multiplies the fruits of freedom in terms of improved health, better government, higher standards of culture, and a greater appreciation of human dignity. But let us never forget for one moment the seedbed from whence our harvests come. Our schools must be maintained and nurtured by constant striving, toil, and sacrifice. Should we fail them, we will not reap a harvest of good, but rather a whirlwind of chaos and destruction."

It is the belief of the District of Columbia Education Association that here in our Nation's Capital we must not fail to provide adequately for our public school system. Since it is our belief, too, that the committee desires to make adequate provision to educate children, we feel certain that the members will recommend the total amount recommended for the schools which, in our opinion, is a minimum budget.

Juvenile Delinquency

Senator Byrd. At this point in the hearings I would like to introduce a statement by Mrs. Margaret M. Elliott for the American Association of Psychiatry, relative to the emotionally and mentally disturbed children found so frequently today.

Mrs. Elliott indicates the strong link between lack of school accomplishments and juvenile delinquency.

(The statement referred to follows:)

Statement of Mrs. Margaret M. Elliott for the American Association for Social Psychiatry

Hon. Robert C. Byrd, chairman, and members of the committee, it was my privilege on June 14, 1961, to appear before Mr. Louis C. Rabaut and the House Subcommittee on the District of Columbia Appropriations.

As a practicing clinical psychologist in the District of Columbia, I represented the American Association for Social Psychiatry. This is an international organization, and interdisciplinary in nature.

The American Association of Social Psychiatry must always be under the discipline of medicine. Scientific training and clinical training are obligatory. This association is formed by a group of people who wish to work together for the good of society. They not only attempt to work with the present emotional and mental problems which are present but they also wish to act as a preventive group to the original onset of such difficulties.

For this reason, we are vitally interested in the schools. Today we realize that many of the adult emotional disorders began in childhood. We are also extremely cognizant that juvenile disorders, including delinquency, begin in the early years.

It has been my experience, working with schoolchildren and many, many delinquents, that these early emotional disorders of childhood burst forth at adolescence because the youth does not understand his feelings and does not know how to cope with them adequately.

From my personal experiences and those of many of my colleagues, we find that overall group testing programs are given every few years in most of the elementary schools. This test must be read by the child who is limited for

time. A poor reader or a nonreader becomes lost. His intelligence, as well as his grade placement, is usually based on this type of test result.

It has been my personal experience that many of the children who were labeled "low IQ" or "mentally defective" have shown average or above average IQ's on the individual tests where they had no reading to do. In the individual test, the child answers the questions asked by the examiner and follows her instructions for the performance parts of the tests.

In a study conducted by the writer at a school for white delinquent girls, the delinquent girls were below the standard mean in general comprehension by only 2 months; however, in reading vocabulary, the delinquent girls had a mean of 6.7 against the standard mean of 8. The delinquent girl also showed a mean of 6.7 in reading comprehension against the standard mean of 7.4.

Entrance into junior high schools calls for more teachers and more students to whom one must adjust and with whom one must compete. Each teacher demands more in reading assignments and work in general. Since the child or youth cannot meet the new demands, he tries to meet his environment the best way he can—which in too many cases leaves much to be desired.

From personal experience and from observation, we believe the following:

(1) That the basic skills or the three R's be taught by trained teachers in the primary grades. We further believe that concentration on the basic skills will aid in developing a higher level of literacy in our elementary schools.

(2) That greater literacy will act as a preventive measure in the development of delinquency among our juveniles.

Because of our interest in our youth as the future citizens of our country I submit this material to you.

We greatly appreciate the time and attitude of Mr. Louis C. Rabaut and his committee in strengthening our District of Columbia educational system. We sincerely urge that you and your committee will support Dr. Hansen in the allocation of the $157,000 for expanding the Amidon plan into as many of our elementary schools as possible.

Thank you, Chairman Byrd, and the members of your committee.

HINE JUNIOR HIGH SCHOOL

Senator BYRD. I have received a letter from the director of Friendship House transmitting a resolution agreed upon by the board of the institution. It may be introduced into the record at this time.

(The statement referred to follows:)

FRIENDSHIP HOUSE,
Washington, D.C., May 12, 1961.

Hon. ROBERT C. BYRD,
Senate Office Building,
Washington, D.C.

DEAR SENATOR BYRD: Enclosed please find a copy of a resolution adopted by the board of directors of Friendship House at its last meeting on Tuesday, April 18, 1961, expressing concern about the lack of funds for school construction. I am sending the resolution to you in the hope that the 1962 budget for the District of Columbia will include sufficient appropriations to permit the construction of adequate facilities for the children of the District. The abridgement of educational opportunities for the citizens of the future would indeed be a calamity.

Faithfully yours,

REINHART B. GUTMANN,
Executive Director.

RESOLUTION ADOPTED BY THE BOARD OF DIRECTORS OF FRIENDSHIP HOUSE, APRIL 18, 1961

Settlements are concerned with the total needs of the families whom they serve. They are aware that the abridgement of education is serious and has long-range effects which are extremely costly. Adequate educational opportunities for children are especially important, if they are to become informed, self-reliant citizens, able to contribute to the economic and social well-being of society.

In our own neighborhood we have long faced the problem of a totally inadequate school. Hine Junior High School, an overage structure, suffered a fire several years ago. Portions of the building are now unusable. Budgetary limitations apparently prevent replacement of the building.

The board of directors of Friendship House, therefore, desires to express its alarm about the lack of funds available for the construction of schools in the District of Columbia. It will join the others in suitable efforts to secure adequate opportunities for our children.

PREPARED STATEMENT

Senator BYRD. The following statement on the public schools will be placed in the record at this point, inasmuch as the writer was not able to be present to present it orally.

(The statement referred to follows:)

STATEMENT OF MRS. EDWARD MAZIQUE, FOR THE LEAGUE FOR UNIVERSAL JUSTICE AND GOODWILL

Mr. Chairman and members of the committee, I am Mrs. Edward C. Mazique of the League for Universal Justice and Goodwill and we wish it recorded that the thousands of parents, teachers, and ministers who participated in our intensive survey of public school problems during the past year now entertain renewed hope for academic improvement from the demonstrated understanding and expressed concern of many Members in both the House and Senate during this session.

The League for Universal Justice and Goodwill is a special committee of ministers and lay people whose program is endorsed by the Baptist Ministers Conference and whose 280 ministers distributed league questionnaires and conducted many meetings in their churches on District school problems. We are especially grateful to the chairman and members of the House Subcommitee on Appropriations for its approval of funds for books and visual aid to be used for instruction of all pupils in the primary grades. Our organization is equally grateful to Mr. McMillan, chairman of the House District Committee for his support of Mr. Rabaut and other committee members when the item was presented to the full House.

We are convinced that your combined interests in "fundamentals" over "frills" together with academic discipline rather than "permissive education" in curriculum planning will go a long way toward returning the school to its traditional role as an institution for learning and moral guidance. Our study revealed there were numerous parents who were gravely concerned that their good work at home was, in a measure, being undermined by the general permissiveness and the recent breakdown widely reported in school routine and academic standards. Some countercharged that their homes were not entirely at fault, nor their southern background, not even their racial identity as too often implied, but a system of education lacking built-in controls to complement sound home training where it existed.

Consequently, we heartily endorse efforts of Superintendent Hansen to institute citywide curriculum reforms in accordance with demands and hope of parents throughout the community during the past several years. Detail findings, collected through personal interviews and questionnaires together with several dozen direct quotes and a few representative case histories from a cross section of parents and teachers were filed with the House Subcommittee on Appropriations last month, and may be reviewed there. Our summary records the fact that almost 100 percent of those reporting, both parents and teachers, expressed the belief that failure to master the basic fundamentals through the current educational methods employed in primary grades—reading, writing and arithmetic together with neglect to develop gradually from the beginning of school life a responsible attitude toward school assignments—was the basic cause of reading difficulties and math comprehension throughout the academic lives of pupils; was a major contributing factor in "dropouts" and juvenile delinquency; may figure prominently in attacks on school buildings or vandalism; undoubtedly contributed to increasing boredom and disinterest of potentially bright pupils; and finally resulted in an attitude of indifference on the part of helpless parents.

Therefore, numerous parents seriously questioned, under the circumstances, what "counselors could do to help parents gain an insight into their children's

capabilities" as some maintain they could. They strongly doubted that counselors could assist parents in setting meaningful goals for their children in keeping with their innate abilities without, first, vitally necessary academic reforms. In some cases intelligent parents expressed frank hostility for both counselors and "testers" whom they considered mere apologists determined "to pass the buck" in the educational crisis from the school where it more rightly belongs to the home, intensifying, thereby, the already increasing frustration of parents and their children. Several tragic examples supporting their claims were produced with scientific testing and counseling directions holding pupils incompetent or academically retarded, who, when transferred to private or parochial schools, were subsequently proven to have been suffering from mere academic neglect while enrolled in the public schools, going on thereafter to average, high and even outstanding achievements.

On behalf of pupils and their parents, teachers, ministers, taxpayers with whom we worked, we respectfully request that your committee uphold the allocation of funds approved by the House and apply any additional funds available to more books and teachers beginning in the primary grades along with a request of school administrators that they promote a citywide standard curriculum and institute a uniform grading system—all vitally necessary perquisites for adequately, accurately and fairly measuring the academic potential and guiding children thereafter, against which counselors may then meaningfully contribute to the fulfillment of individual goals starting on the elementary level.

Again on behalf of the thousands of concerned parents and their eager children, anxious for an education and not at all like the local press most often report, we request that further expansion of testing and counseling services be halted until remedies in instructional techniques have been more thoroughly exhausted and every child has had an equal exposure or access to a sound preparatory program that the "testers" and counselors may genuinely make a contribution and perform their duties in dignity and with honesty.

COUNSELORS FOR ELEMENTARY SCHOOLS

Senator BYRD. A telegram has just been received from the Lafayette Home and School Association relative to the need of counselors for the elementary schools. It will be placed in the record at this point.

(The telegram referred to follows:)

AUGUST 19, 1961.

Lafayette Home and School Association respectfully urges restoration of funds for elementary school counselors in 1962 school budget. Counselors are not "frills" but are essential to help children who have problems. In this way counselors actually provide more teaching time for teacher thus aiding the other children in the class. Our child guidance program at Lafayette which is supported by grants from the Meyer Foundation and our association proved this conclusively. Specific figures can be made available to you upon request. We also urge wholehearted support of entire Commissioners' budget as presented to your committee. Please enter this as part of hearing record.

IRENE SHERMAN,
President, Lafayette Home and School Association.

Senator BYRD. Now, Mrs. Clarence Fisher and Dr. Llewellyn J. Scott, will you please come forward?

Is Mr. Frank Luchs here?

And Mr. J. E. Bindeman? Will you please come forward?

I believe that each of the four witnesses is appearing in behalf of the Public Welfare. All right.

Suppose we start with you, then, Mrs. Fisher.

PUBLIC WELFARE

NORTHWEST SETTLEMENT HOUSE, WASHINGTON, D.C.

STATEMENT OF MRS. ROSALINE FISHER, PRESIDENT

GENERAL STATEMENT

Senator BYRD. You may proceed, Mrs. Fisher.

Mrs. FISHER. This is almost the survival of the fittest, is it not?

Senator BYRD. Well, I hope you will not be disappointed.

I think you understand that Senators on the Appropriations Committee are very busily engaged in many important matters at this time, and some of them are, perhaps, attending other subcommittee meetings.

I trust that you will not feel your testimony is going to be of little value or of help to us. Be assured that it is going to be studied by those who have the specific responsibility of recommending to the full committee the items that are to be restored.

I hope you will be encouraged to feel that your efforts are not in vain.

Mrs. Fisher, do you have a prepared statement?

Mrs. FISHER. Just a very brief one.

Senator BYRD. All right. You may read it, and if you care to, you may address yourself to the subject orally also, since you have a very short statement.

Mrs. FISHER. I am Mrs. Clarence Fisher, the president of the Northwest Settlement House, at 515 M Street NW., which is in the heart of tract 48 in the second precinct, the most densely populated area of Washington, where the families of the lowest of low incomes live.

Our house wants to greet you as our new chairman, and we hope our relationship will be as pleasant as it has been with this Appropriations Subcommittee in the past.

Senator BYRD. I hope you will not be disappointed, Mrs. Fisher.

Mrs. FISHER. I hope not. I do not think so.

ELEMENTARY SCHOOL LUNCH PROGRAM

Our deep concern is in the continuance of the elementary school lunch program for needy children in the District of Columbia. This item of $599,000 to provide lunches for over 6,500 young children was approved by the House for the 1962 budget. We ask you to accept it.

It was at the request of two school principals that we at the Northwest Settlement House began the pilot project of the so-called bagged lunch. It was not only an act of morality that we feed hungry children but a means of lessening school truancy and failures. The principals told us that our lunches were a teaching tool because hungry children could not learn to read or write or figure. The results in school achievement tests prove this.

FUNDS FOR PUBLIC WELFARE

We ask also that you give support to the total program recommended by the Public Welfare Department, remembering that in the

District one-third of our family incomes are less than $3,000 a year. The Welfare Department's proposed program of working with the public school system and the U.S. Employment Service—a project that is estimated to cost $249,000—to teach job skills to those of the unskilled among the unemployed is so logical that we feel we need not debate its merits here. Let this constructive work of training men and women to secure jobs and hold them be the District's way of cutting down on unemployment.

COUNSELORS AND TEACHERS

And lastly we ask the Senate to restore the cuts made on these two educational items: school counselors and the number of teachers necessary to help approach the goal of 30 pupils to 1 teacher.

Our Settlement House is located in the center of the second precinct. We have known the families there for 27 years. Many are the parents who lack the background to wisely guide and counsel with their children no matter how well intentioned they are. School counselors in the elementary and junior high schools where future dropouts can be spotted are so necessary. These children need personal guidance for they have problems as well as being problems in school.

There is no true saving when we cut our appropriations for our public schools. And we believe that insofar as we support our schools here in the District of Columbia we get an excellent education for our children. These tax dollars are our investment in the future of our city and country.

And we of the house would love to invite you, Senator Byrd, to come and see the area in which we are located, the numbers of children who literally tumble out of their homes, consisting of one and two rooms.

REASONS FOR HIGH WELFARE COSTS

And I would like to just make a statement as to one reason why our welfare dollars mount too high here in the District. We carry a lot of the welfare work that, really, belongs to our surrounding area for so many of our people leave each day, the unskilled workers, men and women, to go on into the surrounding areas where they cannot find public or private homes of low rents to live in.

And so they live here in the center of our city.

They work elsewhere and we, really, carry some of the welfare burden for our surrounding area where our people cannot find homes.

I think that is all our house has to say.

Senator BYRD. Mrs. Fisher, you invited me to come out to see the area.

What are the geographical boundaries of the area, so I will know when I get there?

Mrs. FISHER. They are in the second precinct.

It is the area around Seventh Street, M, N, O, and P, right in through there.

Senator BYRD. I have been there.

Mrs. FISHER. You have?

Senator BYRD. Oh, yes. I had my wife and daughters out in that area a week ago last Saturday evening.

Mrs. FISHER. Well, I am very glad you were there. I would have loved to have been in the Northwest Settlement House if you had hap-

pened to stop in to see us at that time. We are located right in that area.

Senator BYRD. I assure you that I do have these areas at heart, as do we all, I think.

Mrs. FISHER. I am sure you do.

Senator BYRD. I want to visit the area. I want to see these things in the District of Columbia that we are talking about.

I think when one goes to see, then he has a much better knowledge——

Mrs. FISHER. That is right.

Senator BYRD (continuing). Than if he merely reads or listens to someone else speak of these things.

It has been my practice to attempt to go, see, and learn as best I could. I shall continue to do this as long as I am able and as long as I am chairman of this subcommittee.

I appreciate your kind invitation, and I appreciate your coming before the subcommittee today and presenting your testimony.

I think you are a good witness and although good witnesses are not so rare as a day in June, we are happy to have them come before us.

Thank you again, Mrs. Fisher.

Mrs. FISHER. We just know that if you really have been in our area then every judgment you make will be wisely made.

Senator BYRD. Thank you, ma'am.

STATEMENT OF DR. LLEWELLYN J. SCOTT, WASHINGTON, D.C.

GENERAL STATEMENT

Senator BYRD. Dr. Scott?

Dr. SCOTT. I am Dr. Llewellyn J. Scott, and I am president of the Catholic Interacial Council, of Washington, D.C., and also director of Blessed Martin Hospice, 38 I Street, NW.

Senator BYRD. You have five pages. Do you wish to include this statement in the record?

Dr. SCOTT. Yes.

Senator BYRD. All right. It will be included in the record.

There will be no necessity for your reading it. But you may address yourself to it. You may give the highlights if you care to.

Dr. SCOTT. Yes.

Senator BYRD. All right.

MORE CASEWORKERS

Dr. SCOTT. I guess this will explain that we are interested in the welfare, the public welfare, and we would like to have more caseworkers.

I was principally in the No. 2 precinct. That is where mission is, as I call it.

And we feed regularly, all the past winter, 210 twice a day, both white and colored, because of the lack of work with many of them, and many of them are poorly educated, and we do need more caseworkers so that some of the cases could be eliminated, and so that men could be given more work.

WORK WITH CHILDREN

And the children around us could be helped. All this year I have just carried a number of children to day camp, whose parents do not make enough money to support the children. They come to my place for food.

A few years ago I gave breakfast to the children before they went to school. I saw that the teachers at school got lunches for the underprivileged children, and they stopped by my place before going home, before the men came to eat to get dinner.

And it is just a lack of public assistance, not enough social workers, just not enough work, for the underprivileged man.

MORE INVESTIGATORS

Senator BYRD. You feel then that more investigators would pay of themselves by removing the fat?

Dr. SCOTT. That is just what I mean.

Senator BYRD. And you think that the caseload might be diminished if you had an increased number of investigators?

Dr. SCOTT. That is right. That is just what I feel.

Senator BYRD. How long have you lived in this area?

Dr. SCOTT. Well, I have been running the mission in this area for 26 years, and I know it pretty well.

Senator BYRD. So you speak then from the basis of experience and observations——

Dr. SCOTT. Oh, yes; I speak from experience. And it is a very, very great need there in that section.

INELIGIBLE RECIPIENTS

Senator BYRD. You feel then, do you, Dr. Scott, that there are persons within this welfare load, who, perhaps, should be removed from it?

Dr. SCOTT. There are many persons who should be removed, and many who cannot get on should be put on.

There are women with children, whose husbands have absconded or done something—anyway; there are women with children who are suffering, really, for so many, many things.

And there are many people on there who, I know—I tell them every day that I would only like to be boss in the District for a little while, and I would get a lot of people off of public assistance. They really do not need it.

Senator BYRD. Now, I am interested in what you said. I believe that exists here.

Dr. SCOTT. It does exist.

Senator BYRD. I have talked to other responsible colored citizens in the city who have spent all of their lives here, and I have talked to responsible white citizens in this city who have spent their lives here.

They have told me the things that you have told me.

Dr. SCOTT. That is right.

Senator BYRD. I suppose that in any program this large there are bound to be some things happening that should not happen, and there are bound to be some——

Dr. SCOTT. There are so many people clamoring to get on public assistance and so many capable workers it is very, very hard for them to be able to eliminate them, because many slip through who are really not worthy of it.

Senator BYRD. Yes. I have heard that recipients of public assistance, in some instances, drive pretty good automobiles——

Dr. SCOTT. They do a good many things.

Senator BYRD. And spend a good portion of their check on alcoholic beverages.

Dr. SCOTT. That is right.

Senator BYRD. Is that right?

Dr. SCOTT. That is very true.

KNOWLEDGE OF CASES

Senator BYRD. Do you know of cases?

Dr. SCOTT. I know of many cases. I stand on the corner of North Capital and I sometimes waiting for a bus, and there is a liquor store right on the corner, and I stand there and it makes me sick to see the number of people going in there who have no business in there, no right to spend their money that way.

Senator BYRD. Yet, who are——

Dr. SCOTT. And yet, who are on public assistance, and get the assistance.

And I know, right around the corner from me, poor people with children who have no clothes and not enough food, because you may come to my mission any day and see the little children running in there for bread and for that sort of thing to take home.

Senator BYRD. In some instances do these children have a parent or parents who are drawing relief checks, but who are not spending those relief checks in meeting the needs of the children?

Dr. SCOTT. Sometimes they do not know how to spend them.

They need to be instructed on how to spend them and how to get the most out of it.

Senator BYRD. But they certainly know better.

Dr. SCOTT. Oh, yes, they know better than to go to the liquor store.

Senator BYRD. They know better than to go to the liquor store.

IRREGULARITIES IN ADC PAYMENTS

I have heard that there are some instances of mothers who have children and who are drawing aid to dependent children checks and who are also cohabiting frequently with a man who is working elsewhere, perhaps, in Baltimore, Detroit, or some other city, and the mother continues to draw a relief check.

Do you know of any such instances?

Dr. SCOTT. Now, that I do not know. I could not tell you of any instances like that, but I do know of instances where the father, who should be supporting his family, does not, and his wife is getting the support.

Senator BYRD. His wife is on relief?

Dr. SCOTT. Yes.

Senator BYRD. And in this particular instance——

Dr. SCOTT. That is right.

Senator BYRD. Or in these instances what is the father doing?

Dr. SCOTT. The father is working but his money is not coming home, because sometimes he is not home himself.

Senator BYRD. He is working in the District?

Dr. SCOTT. Yes, and the mother has to suffer.

The mother and the children are the ones who suffer.

Senator BYRD. The father is working?

EFFECTS OF UNEMPLOYMENT

Dr. SCOTT. Yes. And then, too, there are some fathers who really cannot find any work.

Senator BYRD. That is true.

Dr. SCOTT. You see, they would be good men and would work, but they cannot find work.

They have to leave home so that their wives can get public assistance.

Senator BYRD. Yes.

Dr. SCOTT. They, themselves, then sometimes become discouraged and become alcoholics just because of the flight mechanism, just to get away from the things that they cannot help.

Yet, if some of the men on the public assistance, who do not have the families do not have this, could just be gotten off and get work, and let these other people get on—that is why I am asking you if you could just have more well-qualified caseworkers to go into these things thoroughly, and that would be among the children and older people, too.

I hate to see children suffer.

Senator BYRD. Now, let me ask you this question, Dr. Scott: You have lived in the area a long time?

Dr. SCOTT. Since 1914 now, in this particular area. I started on Seventh Street in 1935 and then I moved over to I Street in 1940.

And I lived there at the mission.

DIFFICULTIES OF INVESTIGATORS

Senator BYRD. Well now, should the investigators not be aware of these cases, if they exist?

Dr. SCOTT. There are not enough. There are not enough investigators and sometimes, you know, people are very good liars.

Senator BYRD. People are very good liars?

Dr. SCOTT. Yes.

Senator BYRD. You mean that the investigators are not getting the precise information?

Dr. SCOTT. Not getting the truth, because their caseload is so large that they cannot get around to them, you see.

They cannot get around to them. Their caseload is too large.

Senator BYRD. Would there be any instances in which the investigators themselves do not pursue the facts far enough?

Dr. SCOTT. That, I could not say. I have been a social worker in Washington for a number of years myself, and I would not want to get in bad with any of the social workers.

So that, I truthfully do not know. I could not say that, because I do not know.

QUALIFICATIONS OF INVESTIGATORS

Senator BYRD. Well, I have expressed the thought that if the requirement for caseworkers of having a college education were eliminated, and that if, in lieu of the college education required, the investigators would have only to possess a high school education, that this would permit the Department to employ a greater number. And I see no reason why an investigator has to have a college education.

Dr. SCOTT. Sometimes they are a little too high powered.

Senator BYRD. They are a little too high powered?

Dr. SCOTT. Yes.

Senator BYRD. And if we had more investigators——

Dr. SCOTT. More investigators, good, conscientious workers, and they could be of a great deal of help.

Senator BYRD. Practical minded——

Dr. SCOTT. That is right.

Senator BYRD. Sympathetic and conscientious——

Dr. SCOTT. That is right. Those are the people we need.

Senator BYRD. Sincere investigators——

Dr. SCOTT. Yes. It would do a lot of good.

Senator BYRD. It would eliminate these recipients who do not deserve to be on the caseload and, perhaps, we could pick up some who are justly deserving and, in the overall, probably cut the costs.

Dr. SCOTT. Cut the costs and save a lot of delinquent children. That, I know.

When children have no security or feel that they have no security they become delinquent. I see them every day.

They become delinquent. And I know why they are delinquent.

REPORTS TO WELFARE

Senator BYRD. Have you ever reported any of these cases that you have spoken of to the Welfare Department?

Dr. SCOTT. Oh, yes.

Senator BYRD. Do they look into them?

Dr. SCOTT. Well, I have been told that they did. I did not follow up, particularly, to see, but I have made suggestions and talked to some of them about it.

They said that they were. Sometimes the workers are in the neighborhood and I know many of them and I tell them sometimes.

Senator BYRD. What results? Did you see any results?

Dr. SCOTT. I could not see any results.

Senator BYRD. You did not see any results.

Now, there is a 1-year residency requirement.

Dr. SCOTT. Yes; that is right.

ILLEGAL RECEPTION OF CHECKS

Senator BYRD. Have you know of any cases in which the recipient came into the District from West Virginia or Virginia or some other State——

Dr. SCOTT. No; I could not say that I do.

Senator BYRD (continuing). And established a residence here, went back to the other State or went away, and then came back after a year and started drawing relief payments?

Dr. SCOTT. No. I could not say that I know that.

I have known of instances where, perhaps, the same person got two checks from two different addresses.

Senator BYRD. How is that now?

Dr. SCOTT. I know of some cases where the same person got a check at two different addresses. But not from one State to the other.

But they lived in one house and then they moved to another house and they had two addresses and two checks came.

Most times they were caught up with but it happened for a while.

It is just, again, as I said, the caseworkers. Most of them that I know are very fine people, but their caseload is so large that it is very hard to keep up with everyone, especially when some people are such good liars, really.

Senator BYRD. Are you a general practitioner?

Dr. SCOTT. No, no; I am a teacher. Social worker.

Senator BYRD. You are a social worker?

Dr. SCOTT. Yes.

Senator BYRD. Well, do other persons of your standing agree with you in this?

Dr. SCOTT. I think they do. Those that I have talked to, do.

Senator BYRD. They share your views?

Dr. SCOTT. Oh, yes. And people who are not quite—well, who have not been to school quite as much as I have. Some of the others also share it.

Honest people. You know, there is not too much difference whether you are too highly educated or not. If you are honest you about share the same views when it comes to honesty and fairplay. That is all.

Senator BYRD. Are you a taxpayer of the District?

Dr. SCOTT. Oh, yes.

Senator BYRD. Do you own your home here?

Dr. SCOTT. Oh, yes.

Senator BYRD. How long have you owned your home?

Dr. SCOTT. I was born in Washington. I am one of the old Washingtonians.

Senator BYRD. You deplore this situation?

RIGHT RECIPIENTS NOT RECEIVING AID

Dr. SCOTT. I deplore this situation very much, because I worry very much of the future generations.

We are just making a lot of delinquents, that is all. And it is money being spent but not enough in the right way.

Senator BYRD. I beg your pardon?

Dr. SCOTT. I say there is money being spent but it is not spent in the right way.

I feel that the right people are not getting it.

Senator BYRD. The right people are not getting the money?

Dr. SCOTT. Are not getting the money, that is it.

Senator BYRD. Of course, in some instances, the right people are——

Dr. SCOTT. In some instances the right people are, but I feel very closely that some of those who are getting it are not deserving, and the children around ought to be having it.

The parents of the children should have it so that the children would have it.

There are people in my neighborhood who are large, 10, 12, 14 years old, who have never sat down to the table to a meal as a family, you see.

They take a little sandwich and run out in the street or sit in the doorway. And then when you go in to some of the places that they live, there is not a table or any place large enough for a family to sit down.

Senator BYRD. Did you testify before the House Committee?

Dr. SCOTT. No, I did not.

Senator BYRD. Have you ever testified before the House Committee——

Dr. SCOTT. No.

Senator BYRD. Or before the Senate Committee?

Dr. SCOTT. I have never testified before any committee before.

REASONS FOR APPEARANCE AT HEARING

Senator BYRD. What precipitated your action in coming here today?

Dr. SCOTT. Well, I found that there was an opportunity, and I was just sick at heart of what I was seeing around me in the unit block of I Street and K Street, L Street, and around, that I work around in and work with all the time.

Mrs. Fisher and I are very good friends, very good associates. We know each other quite well.

Senator BYRD. Well, Dr. Scott, it might be nice to have you come back before our subcommittee.

Dr. SCOTT. I will be glad to, any time.

Senator BYRD. It might be soon.

Dr. SCOTT. OK. I shall be happy to.

Senator BYRD. Thank you very much.

(The prepared statement of Dr. Llewellyn J. Scott follows:)

STATEMENT OF DR. LLEWELLYN SCOTT

The Catholic Interracial Council of Washington, D.C., wishes to suggest a few points for the consideration of the Senate Welfare Committee.

(1) We strongly support the hiring of additional caseworkers. A decrease in the caseload will improve the quality of supportive assistance given to welfare recipients, so that they would tend to leave the public assistance rolls permanently.

(2) We endorse the rehabilitation work done by the welfare department in assisting recipients to become self supporting, and urge its continuance.

(3) We strongly urge the creation of the ADC extension category for Washington. We realize it will be difficult to find the matching funds necessary, but we would consider it uneconomical not to assist the 3,000 children who are in these homes. We would urge you to realize that Washington is the capital of the world, and that we cannot neglect children in this city.

(4) We do not oppose the concept of requiring work from the fathers in ADC extension program.

The philosophy of our council is that we would wish that the Nation's Capital would look after all its destitute according to basic minimum standards. This would include for the future having a program which could—

(*a*) Provide welfare assistance to the underemployed.

(*b*) Provide welfare assistance to all destitute, including those who do not have children, and including those who do not meet minimum residency requirements.

We would urge you to consider that the destitute, left unaided, will create financial problems for this city. They create slums, and destitution springs from so much suffering and despair, illness and family disruption, that it is un-

economical to have pockets of destitution in a city. Without basic minimums for food, rent, utilities, clothing, medical supplies, and bus fare for job hunting, it is difficult for people to move toward self-support. In our experience, the destitute need a friend, a teacher, or call him a caseworker, who while providing basic minimums of existence, can suggest the road out of destitution to sturdy self-support.

The District of Columbia policy of ignoring certain groups of destitute people does not eliminate their cost to this city. Besides, we feel it is un-American not to help citizens of our country enjoy health, welfare, and the pursuit of happiness. As a Catholic organization we further feel it is un-Christian not to provide food and clothing and a heated shelter for the poor in our city.

We have two suggestions which you may wish to study. In Portland, Oreg., the welfare department has assigned one person to the task of finding employment for welfare recipients. This sounds like duplicating the job of the employment service, but in practice it has been found helpful in the following ways: (1) opening more opportunities for apprenticeship training, (2) having conferences with the chamber of commerce concerning increasing employment, (3) decreasing and removing segregation barriers to employment in certain businesses, and unions, (4) decreasing and removing age barriers to employment, and (5) decreasing barriers for the mildly handicapped.

Being unemployed is the first problem which the destitute face. Unemployment itself is a destructive experience. The goal of welfare is to rehabilitate these people before the entire family group or the person has lost its home, health annd self-respect. The lower this group sinks the farther back they will have to climb.

We would also suggest that the fathers coming under the ADC extension work a 32-hour week so that he would have one day a week for job hunting.

We would like to make a few remarks about the Negro who comes to live in the District of Columbia. Some of these have had a steady work history as sharecroppers, farm labor, or small farmers. They have moved north hoping to improve their lot. The sooner they can find jobs the better. A long period of destitution without welfare, at this juncture, leads to personal disorganization and despondency.

The citizen of Washington may regret that unskilled labor is moving into this city, but since unemployment is a national problem at the moment, it is not possible to industrial centers which have a labor shortage for unskilled labor.

This being the national picture, Washington has to shoulder part of the burden. The United States can never prohibit travel from one State to another, and as long as unemployment remains a national problem, each area must look after the destitute who happen to be there We have a responsibility to fellow Americans in the District of Columbia, whether the person be an unskilled single laborer of 60 years, a widow of 60, or a father of a family. We suggest that no real American can turn their back on this group and refuse them shelter.

Lastly, we wish to assure you that you can count on our continuing to work for the rehabilitation of the destitute. At Blessed Martin de Porres House this past winter we housed an average of 200 homeless men during the winter, and were able to find jobs for many of these. We know the poor by name, and know the road of rehabilitation, with its many ups and downs. Alcoholics Anonymous meets in our buildings twice a week. It is our conviction that when the poor are helped, some succeed. But when they are ignored, many cannot alone find the steps that lead to employment.

The following case will illustrate how expensive it is not to have ADC extension.

Mr. and Mrs. B, prior to 1950, lived in a modest, but clean, row house. Mr. B worked as a stock clerk in the Pentagon. They became so interested in having a beautiful home that they purchased too much furniture on the installment plan. Mr. B unwisely resigned his good job at the Pentagon, collected a lump sum for retirement payment insurance, and used this to pay his debts. He was confident that he could find another job, and move on up the scale. However, being a Negro, and having little education, he found it difficult to locate employment, and soon the family had no more savings.

Mr. B sought employment daily, became quite exhausted, and soon found himself hospitalized for TB. The family at this time were placed on general assistance. After 8 months, Mr. B was discharged cured from hospital, found eligible for work, and his family was dropped from assistance rolls.

Mr. B started again looking for work, but again he was unsuccessful. The family was near starvation, so he deserted the home, and the family became

eligible for ADC. Prior to coming on ADC they were evicted and were living in one basement.

Mrs. B gave birth to a set of twins. Never a strong woman, she found it very hard to accept the fact that she was supposed to care for the twins, care for the other six children, and do all of this without help from her husband. The law was that if he returned, she would not be eligible for ADC.

It is sad to consider the change that has been wrought in this couple. Only 10 years ago, they were climbing the social ladder, had a home and furniture that was a joy to behold, the home was clean and well cared for. Mrs. B became depressed when her husband left the home.

Her depression became worse when welfare regulations forced him to stay away from the home. Mrs. B in the last 10 years has always remained faithful to her husband, but in the last year she has taken to alcohol. As a result two children have been involved with the police, and it is conceivable that the lack of care she is now giving the other children may result in their becoming wards of welfare.

The same sad story has resulted for Mr. B. When forced to leave the home, he had no place to go to, so he moved into a room with an alcoholic. In the last year, he also has taken to heavy drinking. Neither he or Mrs. B drank prior to the age of 35. We suggest that several things caused this family's breakup. Mr. B, a Negro of limited education, and limited physical tolerance, found it impossible to find work in the District of Columbia.

An article in the Washington Post of July 9, 1961, points out that 70 percent of the applicants to the Employment Service are Negroes, but only 30 percent of the job openings are for Negroes. The shortage of opportunities for persons of limited education creates a continuing unemployment situation for unskilled labor over 40 years.

Since the city did not look after the B family, they will cost us more in the long run.

PUBLIC WELFARE ADVISORY COUNCIL

STATEMENT OF J. E. BINDEMAN, CHAIRMAN

GENERAL STATEMENT

Senator BYRD. Now, Mr. Bindeman, do you have a prepared statement?

Mr. BINDEMAN. Senator, I filed a prepared statement but I appeared with Mr. Shea at yesterday's hearings, and in view of the comments of the various witnesses, I think I should enlarge upon the statement and make some general comments.

I have since reduced my comments to another statement of some five pages. It is triple spaced, and I assure you, sir, that I will endeavor to restrict my comments.

Senator BYRD. Would you excuse me just a minute?

Now, you said you have a prepared statement and it has been included in the record at your request.

And how many pages is it? Almost four? Can we have——

Mr. BINDEMAN. Excuse me, sir. It is almost five pages, triple spaced, but I shall still endeavor to restrict my remarks.

Senator BYRD. All right. Now, can we proceed by touching the highlights and including the statement in the record?

Mr. BINDEMAN. Yes, sir.

Senator BYRD. Will you be content not to read the entire statement?

Mr. BINDEMAN. Yes, sir.

Senator BYRD. All right. Thank you.

PUBLIC WELFARE ADVISORY COUNCIL

Mr. BINDEMAN. I am appearing here today on behalf of the Public Welfare Advisory Council. As chairman of such Council I have filed with the committee a formal statement urging that various items of the welfare budget be restored by the Senate. However, I appeared with Mr. Shea at yesterday's hearings and in view of the committee's comments, I should like to enlarge upon such statement and speak rather generally. The Public Welfare Advisory Council is composed of 15 citizens of the District of Columbia who are appointed by the Board of Commissioners. The Executive order which created the Public Welfare Advisory Council gives the Council three main functions:

(1) To study and make appropriate recommendations or changes in the public welfare program;

(2) To act in an advisory capacity to the Board of Commissioners and the Department of Public Welfare; and

(3) To explain and publicize welfare matters to citizens of the District of Columbia.

MOUNTING WELFARE COSTS

The Council joins the committee in its concern over mounting welfare costs. The Council has for some time concerned itself with the fact that the past decade has shown a tremendous upsurge in every facet of welfare. Not only do the statistics which Senator Byrd cited yesterday show the tremendous increase in welfare payments during the past 10 years, but the Council is also concerned with the fact that in an era of unprecedented prosperity there should be such an overwhelming increase of welfare cases.

The future has no better outlook. Already projected into future budgets are increased appropriations and increased building; and even these will not be enough to service the need, because even before those buildings are completed they appear to be too small for the ever mounting needs.

Now, you asked yesterday about some of the reasons for this unfortunate position in which we find ourselves and Mr. Shea attempted to answer you at length.

REASONS FOR SITUATION

We join with Mr. Shea in all of the reasons which he cited. However, I do want to call your attention to the fact about, again, we all know that the District of Columbia finds itself in a disadvantageous geographical position.

We all know that many economically independent families have moved to the nearby Maryland and Virginia suburbs, while low-income families and those needing help have been concentrated in the old core community, the city of Washington. But this is only part of the problem.

(1) What significance is there in the fact that on a typical Sunday this past year, with 482 children temporarily detained in Junior Village, only 24 parents cared enough to visit them—with all 482 children obviously starved for affection?

(2) What significance is there in the fact that, as of June 1961, over 200 families had been receiving aid-to-dependent children continuously for 10 years or more?

The Council does not pretend that it has any easy answers to any of these problems. We do believe, however, that our real problems may be apathy, neglect, and lack of education. We have been asking ourselves whether we have done enough with our citizens on an educational level. We believe that we ought to do more to educate the family unit to help themselves before a family crisis arises. We believe it would be wise economically, socially, and morally, to expend more for protective services and for education, so that we can get at these problems long before there is any need for public intervention. We want to instill a sense of pride, a sense of duty, and a sense of independence into families which have become accustomed to rely on public assistance and public facilities.

It is in the light of the above that I want you to know that the Council is studying these problems and endeavoring to make some progress.

On an overall basis:

(1) We have urged that the family unit must be made more aware of its obligations and responsibilities. We have encouraged neighborhood projects which would sponsor such education. We believe education must be stressed.

(2) We believe that more efforts must be made in the field of prevention. We have urged the expansion of protective services so that family units may avoid breakup and being forced upon public assistance.

(3) Everyone concerned with the spiraling cost of welfare will agree that the administration of public assistance deserves a close look. With that in mind, we are presently studying the so-called Newburgh rules to determine if we should recommend the adoption of any of them in the District of Columbia.

On a specific basis:

(1) A subcommittee will be appointed to make continuing checks on procedures used to review public assistance cases so that possible frauds may be uncovered.

INELIGIBLE CASES

We do believe, and unquestionably, there are some cases existing where people are receiving benefits who do not deserve them.

In this connection I personally was very much interested in the testimony of Dr. Scott, who preceded me, and I can assure you, sir, that on behalf of the Public Welfare Advisory Council, I will be in touch with Dr. Scott.

STUDY OF NEEDED CHANGE

I will attempt to get more specifics from him, and I will attempt to follow up that information to see that some things are done about it.

(2) We are presently studying whether reforms can be made within the Department of Welfare's operations so that efficiency might be increased and budget reduced. This is in the nature of a continuing task force.

(3) I noted with interest the comments yesterday of Senator Schoeppel that he agreed with the principle of a limitation of ADC

payments. As of this morning, I have appointed a subcommittee of the Council to look into the reasons why such limitation was removed in the District of Columbia, and to examine whether such limitation might be reimposed.

I appreciate this opportunity of appearing before you. I wanted the committee to know that the Public Welfare Advisory Council shares your concern about the tremendous rise of welfare costs and believes that it is imperative that economies be promoted.

LIMITATION ON PAYMENTS

Senator BYRD. You were present yesterday when the State director of the Department of Public Welfare of West Virginia testified to the fact that there is a limitation in West Virginia?

Mr. BINDEMAN. I was, sir. I was impressed with his testimony; yes, sir.

Senator BYRD. And you heard him say that a limitation, these mothers, in some cases, are, shall I say, discouraged from marrying, and that with the imposition of a limitation there is a greater likelihood that the mother will marry and, consequently eliminate herself from the caseload entirely.

You were present were you not?

Mr. BINDEMAN. Yes, sir. I feel, Senator, that it may even go beyond that.

POINT OF APATHY

I personally feel that in many welfare cases we get to a point of apathy. We get to a point of reliance upon welfare payments.

This goes back to our point that there ought to be more education and it may very well be that the Council ought to consider that such a limitation be reinstated in the District of Columbia.

I assure you, sir, that this matter is presently being studied as of this morning, when I got back to my office and thought, in view of the comments of the members yesterday, that we ought to look into this matter and determine whether or not we ought to recommend that the limitation be reinstated.

I assure you, sir, that I think it would be well for the Council to have a representative at all of the hearings of both this committee and the House committee and that if any such a proposal is raised, our Council will be very happy to look into it to make a proper study and to make a recommendation.

Senator BYRD. Did you appear before the House committee?

Mr. BINDEMAN. No, sir; I did not.

Senator BYRD. Have you appeared before the House committee in this capacity before?

Mr. BINDEMAN. No, sir; this is my first term as Chairman of the Council.

Senator BYRD. I see. How many members are there of the Council?

Mr. BINDEMAN. 15 members.

Senator BYRD. How often do you meet?

Mr. BINDEMAN. Once a month regularly. And then during the month, sir, in the workings of a committee but, as a whole, it meets once a month.

GRAVITY OF ADC SITUATION

Senator BYRD. Do you agree that with an increase in ADC cases, from approximately 2,000 to more than 5,000 in a period of 6 years, an increase of 250 percent, and with the average ADC grant being $151, this matter certainly bears looking into, and that careful consideration should be given to the reimposition of a limitation?

Mr. BINDEMAN. Yes, sir. We do agree that the entire matter should be looked into.

We are most concerned about this spiraling of cost and the continuing increase of cost.

Senator BYRD. Are you a citizen of the District?

Mr. BINDEMAN. Yes, sir.

Senator BYRD. Were you born in the District?

Mr. BINDEMAN. No, sir; but I came here when I was very young. I have lived here practically all of my life.

Senator BYRD. Do you own property in the District?

Mr. BINDEMAN. I do; yes, sir.

Senator BYRD. What is your present position?

Mr. BINDEMAN. I am an attorney.

Senator BYRD. You are an attorney.

Were you present throughout the public welfare discussions yesterday?

Mr. BINDEMAN. I do not know if Mr. Shea testified in the morning. I was there the entire afternoon.

Senator BYRD. No, he did not testify during the morning.

Mr. BINDEMAN. I was there during the——

COURT ORDERS

Senator BYRD. Did you hear what was said with reference to court orders? I believe my own State director made reference to court orders.

Mr. BINDEMAN. I am afraid I do not recall the exact connection in which that was made, Senator.

Senator BYRD. What is your reaction to the greatly increased GPA caseload in the District?

These two categories seem to have contributed most to the bulging welfare cost, ADC and GPA.

Mr. BINDEMAN. I think I am less concerned, as a taxpayer, with GPA payments than I am with ADC payments.

They are "concerned" with all payments. We are concerned about the fact that welfare payments keep on going up and we do not see any panacea in sight. But I am more concerned about ADC payments.

I think it is a great problem. Of course, it is quite possible, Senator, that there does not exist any answer.

It is quite possible that this is one of the things that we will have to live with, but, as I have tried to indicate, I think it is something that we ought to go into.

DUTY OF COUNCIL

As a matter of fact, the duty of the Public Welfare Advisory Council is to go into, because we serve in an advisory capacity both to the Board of Commissioners and to the Department of Public Welfare.

This is the duty given to us by the Executive order which created the Council, and I think that we must make all possible efforts to alleviate it.

I personally believe that it goes back to education and to preventive service investigation. I think we must do more in those two fields, and not only economically but socially.

I have seen some figures which indicate that it costs the District approximately $170 to take care of a child in an institution.

Senator BYRD. Do you agree with the previous witness who said that he felt there should be more investigators?

Mr. BINDEMAN. I think the question of checking upon cases ought to be looked into.

It may well be that we do not need more investigators, but I would like to satisfy myself first.

Senator BYRD. Are you speaking today as a member of the Council or as an individual or as both?

Mr. BINDEMAN. Well, I am afraid I am speaking as both, Senator.

My statement referred to items which the Council has passed, and I was, therefore, speaking in that capacity.

However, when I have been answering your questions, I must confess that I have also told you my impressions as a citizen.

COSTS OF CHILD AID

With respect to the statistics, the cost to the District of Columbia of maintaining a child in Junior Village is $178 a month.

Now, the cost of maintaining a child in a foster home is $60 a month. The cost of maintaining a child under the ADC program is $33 a month.

Now, if we can avoid any of those payments by educating the family, by attempting to keep together a family unit, by providing counseling services, so that the family does not break up, we will be doing both the District of Columbia a great favor financially, and doing the family unit, of course, a great favor socially.

I very much believe that we ought to do more in the field of prevention. I think that we ought to have more preventive services.

MORE COUNSELING NEEDED

We ought to have more counseling. We should have more people who can help the families before a crisis arises where the family unit breaks up.

Once that family unit breaks up, of course, you then have a greater problem.

INFLUX INTO CITY

Senator BYRD. Well, do you believe that a great number of these recipients have come into the city in recent years?

Mr. BINDEMAN. Well, there is no question about the fact that a great number have come in in recent years.

I think they have come in long enough to qualify but, obviously one of the reasons for the increase is because of the influx of people into the District of Columbia.

And, of course, the influx of lower income earning families, while, as I have said, our higher income earning families have left the District of Columbia and gone into the surrounding suburbs.

Senator BYRD. Do you feel that the very liberal relief payments have contributed in some measure to the influx?

Mr. BINDEMAN. I do not believe that the relief payments of the District of Columbia is that much liberal. Our average ADC payment is $150 a month to a mother and three children.

I do not think, Senator, that that is particularly liberal in view of today's expenses and costs.

Senator BYRD. But do you not think it is liberal when placed against some of the other ADC payments?

Mr. BINDEMAN. Some of the statistics that I have seen would put the ADC payment at about an average nationally.

That is my impression, sir.

IN-MIGRATION ENCOURAGED

Senator BYRD. Do you not think that some of the people who come in write back home and let the folks know back home that it is not too difficult to get a pretty good check here if one can qualify and, perhaps, that has encouraged others to come into the area?

Mr. BINDEMAN. Well, I of course, cannot guess exactly how much of that happens. I would say to you, sir, that one advantage of our program is that we do not give relief to employable.

If we gave relief to employables, I think I would feel somewhat differently about that. But the fact that we do not give relief to employables, it would seem to me, would help to prevent some, at least, of what you are talking about.

Senator BYRD. All right, Mr. Bindeman. You have been very kind to wait as you have and to present this fine testimony. And the committee appreciates your attendance.

(The statement of Mr. J. E. Bindeman follows:)

STATEMENT OF J. E. BINDEMAN

The Public Welfare Advisory Council is composed of 15 citizens of the District of Columbia, each of whom is appointed by the Commissioners. The effective order which creates such Council states its purposes to be twofold: (1) To act in an advisory capacity to the Commissioners of the District of Columbia and to the Director of Public Welfare on public welfare matters; and (2) to increase citizen participation in the public welfare program. I have the honor of serving as chairman of such Council.

The Council has concerned itself with various items deleted by the House of Representatives in its appropriations for the Department of Public Welfare. We earnestly recommend to the committee that it restore the following items in such public welfare budget.

1. Relocation service.
2. Urban renewal, second precinct.
3. Junior Village, medical.
4. Work program, Children's Center.

We would like to make the following explanatory notes concerning each of the above items:

RELOCATION SERVICE

The Public Welfare Advisory Council believes that it is not only equitable but essential that every effort be made to relocate persons displaced by Government action. The Department's statistics indicate that between March 1960 and June 30, 1961, 762 families were seen, of which 388 have been relocated, with 374 awaiting proper housing. We believe this is a most com-

mendable record, since proper housing is most difficult to secure for many of the persons being displaced. We believe that this service has proven of great value to the District of Columbia and that it should not be permitted to expire.

URBAN RENEWAL, SECOND PRECINCT

The Public Welfare Advisory Council has, for some time, believed that more effort should be made in the field of prevention. We believe that every dollar spent in such area will be repaid manifold by eliminating delinquents, delinquency and the many adverse results therefrom. Economically alone, every dollar spent in the field of prevention is a wise investment. We would, therefore, hope that the Board of Commissioners would agree that this most important item should be restored.

JUNIOR VILLAGE, MEDICAL

The Junior Village children who are housed in the District of Columbia Village infirmary are taken care of by District of Columbia Village staff. The Department believes that the children should be taken care of by Junior Village staff, since many of these children have not only health but social problems. This item too would help in long-range rehabilitation.

WORK PROGRAM, CHILDREN'S CENTER

Many of the children committed to the Department's facilities do not have any desire to continue with their academic education. We believe that a proper work program at the Children's Center would develop work habits in such children so that when they return to the community they will be in a better position to support themselves. We believe it most important to keep such children busy at the Children's Center and believe that the development of good work habits would again be a valuable preventive technique.

WASHINGTON REAL ESTATE BOARD

STATEMENT OF FRANK J. LUCHS, PRESIDENT

GENERAL STATEMENT

Senator BYRD. Mr. Luchs, we are sorry to have delayed you, but we are not going to be quite as rigid in our attempts to hold you to the 5-minute rule, since you have waited so patiently. We are going to listen to you and you may give your testimony in any way that you like.

Mr. LUCHS. Thank you.

Senator BYRD. Oh, I am sorry. We have a rollcall vote on the Bush amendment.

I will go over and vote if you want to stay, and I will come back and take your testimony or if you would like to come in the morning——

Mr. LUCHS. I will come in the morning.

Senator BYRD. Although we do not have outside witnesses in the morning, we will put you on in the morning.

Mr. LUCHS. Wait and do it in your office if that makes it any easier.

Senator BYRD. I will take your printed statement, of course, and include it in the record.

Mr. LUCHS. My printed statement is very short. It is not going to take me three or four minutes to elaborate on it. Do you have to be there for three or four minutes yet?

Senator BYRD. They are waiting on me now.

Mr. LUCHS. Unfortunately, today happens to be my mother-in-law's birthday, and we are giving her a birthday party; otherwise I would be glad to wait for you.

Senator BYRD. Suppose we include your statement and that much will be in the record, and then in the morning, if you would like to come back——

Mr. LUCHS. I would like very much to come back.

This happens to be a very small item I wanted to discuss, only $35,000, but it is of the utmost importance to the District of Columbia.

Senator BYRD. Let me say——

POSITION OF REAL ESTATE BOARD

Mr. LUCHS. The House Committee has knocked it out, and I just want to get across to you, on behalf of the Washington Real Estate Board, as president, why we believe that it should be in.

Senator BYRD. Suppose you do this: we will insert the statement in the record. If you wish to come back in the morning and take 5 minutes you may do so.

If you wish to write me a letter and present a more comprehensive statement, additional views, I will assure you that that letter will be given consideration and I will put it in the record in your case.

Mr. LUCHS. Do you have hearings in the morning?

Senator BYRD. I have hearings, but we have agency witnesses scheduled.

I have no outside witnesses scheduled for tomorrow.

Mr. LUCHS. Could I be the No. 1 witness?

Senator BYRD. I will put you on as the No. 1 witness under these extenuating circumstances.

Mr. LUCHS. Thank you very much, Senator.

TREES AND PARKING

Senator BYRD. While we have had no oral testimony on the item of tree replacement, a letter from the Georgetown Citizen's Association has reached us on this subject, and will be placed in the record at this point.

(The letter referred to follows:)

GEORGETOWN CITIZENS ASSOCIATION,
Washington, D.C., August 10, 1961.

CHAIRMAN, APPROPRIATIONS COMMITTEE,
U.S. Senate, Washington, D.C.

MY DEAR SENATOR: It is understood that the House of Representatives has recently reduced by a considerable amount the District of Codlumbia Commissioners' budget for tree maintenance in the city.

The purpose of this letter is to reaffirm the great interest of this association, of about 1,000 members, in the Commissioners' program for tree maintenance, and to urge specifically that the cut made by the House of Representatives in the Commissioners' budget request to implement their tree program be restored by your committee and passed by the Senate.

Very truly yours,

W. BARRETT MCDONNELL,
Acting President.

COMMITTEE RECESS

Senator BYRD. The committee will stand in recess until tomorrow morning at 10 o'clock.

(Whereupon, at 5:50 p.m., Thursday, August 17, 1961, a recess was taken until 10 a.m., Friday, August 18, 1961.)

DISTRICT OF COLUMBIA APPROPRIATIONS FOR 1962

FRIDAY, AUGUST 18, 1961

U.S. SENATE,
SUBCOMMITTEE OF THE COMMITTEE ON APPROPRIATIONS,
Washington, D.C.

The subcommittee met, pursuant to recess, at 10 a.m. in room 1224, New Senate Office Building, Hon. Robert C. Byrd, of West Virginia (chairman of the subcommittee), presiding.

Present: Senators Byrd and Schoeppel.

DISTRICT OF COLUMBIA

DEPARTMENT OF PUBLIC WELFARE

WASHINGTON REAL ESTATE BOARD

STATEMENT OF FRANK J. LUCHS, PRESIDENT

GENERAL STATEMENT

Senator BYRD. The committee will come to order.

Good morning, ladies and gentlemen, We will continue our hearings today.

Yesterday, we had one outside witness who had not completed his testimony because of a rollcall which interrupted the hearings at the of the day. And so I asked the witness if he would care to come back this morning. He is here, and we will give him the opportunity to present his testimony. He is Mr. Frank Luchs, president of the Washington Real Estate Board.

Senator BYRD. Mr. Luchs, do you have a prepared statement?

Mr. LUCHS. Yes, sir.

Senator BYRD. I will see that that is included in the record, and you may proceed to address yourself orally to the matter.

Mr. LUCHS. I should like to make this very short. I would like to read from the prepared statement and just add a few remarks.

Senator BYRD. We are not going to press you. We have imposed upon you by asking you to come back today, and you may proceed and take your time.

Mr. LUCHS. Thank you.

My name is Frank J. Luchs. I am executive vice president of the Shannon & Luchs Co. and I am appearing here today as president of the Washington Real Estate Board which has almost 1,000 members engaged in every phase of the real estate business. This statement has been approved by the executive committee of the board.

We would like to express our appreciation to the committee for this opportunity to testify on behalf of one particular item in the budget proposal, and we can restrict our comments on that item, a small but very necessary item, in our opinion. We have previously gone on record in the Commissioner's hearing on October 4, 1960, supporting aid for displaced families and we would like to reiterate here today this support, which I gather has been knocked out by the House committee.

RELOCATION SERVICE

We support the request of the Department of Public Welfare for $35,000 with which to operate the Relocation Service for families displaced as a result of the District and Federal Government activities, such as highway construction, school expansion, housing code enforcement, and so forth. And it is the housing code enforcement that brings me to the point of wanting to emphasize the need for such an amount in the Department of Public Welfare budget for relocation service.

As the Department points out in its narrative justification, the Office of Urban Renewal anticipates a steadily increasing number of family dislocations and this budget request is a small price for the public to pay to help these unfortunate people relocate into decent, safe, and sanitary shelter.

Incidentally, the Department of Public Welfare has done a truly outstanding job since the Board of Commissioners delegated to it the responsibility for establishing the Relocation Service. We would like to commend the Department, and particularly its staff, for assuming this unexpected duty and to tell the committee that these District governmental employees have, from our personal observation, performed in an unselfish and dedicated manner which has reflected credit upon our city.

I repeat, this budget request is a small price to pay for the service provided.

And I thank you sincerely for this opportunity to be heard.

HOUSING CODE

Senator, what I would like to make clear is the fact that we have in the past several years in the District of Columbia enacted a new housing code. And that housing code makes a lot of sense, because it is going to prevent slums in the future that have developed in the past.

It is going to make it unnecessary to tear down entire areas like we have had to do in the Southwest section of the city. But with housing code enforcement comes the very necessary job of relocating the people who are put out of these houses. Many of the houses are condemned. And one particular item in the housing code enforcement is the fact that they are being very strict in following the rules of the code on the matter of the number of people per square foot in a house. As a result, large families are being told that they have to leave, and the problem is, where can they go? And that has been a very serious problem.

I checked with the Relocation Service of the Department of Public Welfare, and I find that in the 1-year period, from the time they

went into operation, March 21, 1960, through March 20, 1961, 1 year, they serviced 618 families. And in that number serviced they handled satisfactorily 303 families. Of the 303, 164 were able to go into public housing and met the qualifications; 107 went into private housing; and 7 were able to purchase homes under the FHA 221, which takes care of the displaced persons in urban renewal.

But there are 293 still waiting.

The job that the Department is doing is screening these people to determine if they are able to go in public housing, and then trying to locate them, get them into public housing. But there is not enough public housing in the District of Columbia in the right sizes to take care of the larger families. And it is with that in mind that they then go on and proceed to try to locate them in private housing.

CASEWORKERS

I understand that the budget of $35,000 is to take care of four caseworkers. And I would say that it is a very reasonable price for the District of Columbia to pay for a very important service.

As a coincidence, in the August issue of our magazine, known as the National Capital Area Realtor, I wrote an editorial which I would like to leave with the committee on the subject, "Wanted, Housing for 17,000 Families."

Senator BYRD. Thank you.

Mr. LUCHS. And that particular editorial covers the fact that in the next 5 years this problem is going to be terribly, terribly aggravated, due to the highway code enforcement, due to highway construction, and due to urban renewal.

Now, the RLA takes care of urban renewal. It has a relocation service. But as of this time there is nobody else taking care of relocation except the Department of Public Welfare. And the people who are forced to vacate the property due to the Housing Code enforcement or highway construction have nowhere else to turn but the Department of Public Welfare.

That concludes my remarks.

Senator BYRD. Mr. Luchs, this is part of the overall $294,000 program, is it not?

Is it not, Mr. Tobriner?

Mr. TOBRINER. No, it is a special item——

Mr. HERMAN. One-half is included.

Mr. TOBRINER. One-half for the second precinct. It is a separate item, Mr. Chairman. It is not in the $294,000.

Senator BYRD. Thank you, Mr. Luchs.

Now, Mr. Shea.

Mr. Shea, do you have opening comments today?

PUBLIC WELFARE

STATEMENT OF GERARD SHEA, DIRECTOR, ACCOMPANIED BY J. E. BINDEMAN, DONALD BREWER, AND HENRY C. LAJEWSKI—Resumed

GENERAL STATEMENT

Mr. SHEA. We have several discussions, or almost a continuous discussion.

I think we have almost been in continuous discussion since the occasion of having been up here a few days ago.

Senator BYRD. The day before yesterday.

Mr. SHEA. And one of the discussions we have had is one with the Board of Commissioners. Maybe Mr. Tobriner wants to speak first.

Mr. TOBRINER. I will defer to Mr. Shea.

VOLUNTARY REDUCTIONS IN 1962 BUDGET

Mr. SHEA. We have taken the suggestion, Senator, trying to look very hard at our 1962 request, and we would like to offer the following suggestions as possible areas in which there might be cuts someplace to the 1962 budget request.

There are three areas.

The first is a matter of $90,000. The 1961 amendments to the Social Security Act provide a higher matching formula in certain categories of assistance. In computing our anticipated expenditures, there is a possibility that the Department may earn as much as $90,000 additional money during this fiscal year. This information was not available to us at the time the budget was presented to the House.

In view of this fact, the amount requested for grants may be reduced by this.

Senator BYRD. By what amount, did you say?

Mr. SHEA. $90,000.

Senator BYRD. The amounts requested for grants may be reduced by $90,000?

Mr. SHEA. Yes.

FUNDS REQUESTED FOR GRANTS

Senator BYRD. What was the amount requested for grants?

Mr. SHEA. The amount requested for grants was $1,605,000, increase. And this is what the House allowed, for grants.

Senator BYRD. How much was the amount that was appropriated for grants last year?

Mr. SHEA. $6,571,549.

Senator BYRD. $6,571,549?

Mr. SHEA. Yes.

Senator BYRD. That was the amount appropriated for last year for grants, is that right?

Mr. SHEA. Yes, sir.

Senator BYRD. And you requested how much of an increase this year?

Mr. SHEA. $1,605,000.

Senator BYRD. $1,605,000?

Mr. SHEA. Yes.

Senator BYRD. And the House granted you the entire request?

Mr. SHEA. Yes.

Senator BYRD. And you find now that you can reduce this by $90,000, is that correct?

Mr. SHEA. Yes, sir, as a result of the recent amendments to the Social Security Act in essence it amounts to this, that approximately $1 will be added per case in certain federally matched categories, old-age assistance, aid to disabled and aid to blind.

HOUSE ALLOWANCE

Mr. BREWER. The total allowed to date by the House for grants is $7,685,549. That is the amount allowed by the House, the total.

Senator BYRD. Would you repeat that, please?

Mr. BREWER. The amount approved by the House for grants is $7,685,549.

Senator BYRD. Mr. Shea, did the House take very much testimony on this item of grants? I haven't found very much in the record.

Mr. SHEA. Just what is in the record, sir.

Senator BYRD. Was there anything off the record?

Mr. SHEA. I don't recall anything off the record. It was basically related to the reasons for increase and the difference between the District and comparable sized cities. To my recollection, there was not any discussion off the record.

FISCAL YEAR 1960 REQUEST

Senator BYRD. Let me see if I can recapitulate at this point, so I can be sure I am following you. Let me go back just a little further. How much did you request in 1960? You said the appropriation was $6,571,549. What did you request?

Mr. BREWER. That was the total request, including the supplemental, which was provided. So that the $6 million is what is called the 1962 base.

Senator BYRD. Did the House allow you everything you requested for grants in 1960?

Mr. SHEA. I will have to check that, sir.

Senator BYRD. You just said that it allowed you everything this year.

Mr. SHEA. Yes, sir.

Senator BYRD. Now, did it allow you everything you requested in 1960?

Mr. BREWER. For grants—I would have to check.

Senator BYRD. Could someone in this group tell the committee without having to check. We will take our time.

Mr. HERMAN. I believe, Mr. Chairman, if I remember correctly, there was a cut of $20,000 in grants by the House in 1961, and then we asked for supplemental when the caseload went up further.

Senator BYRD. I know you asked for a supplemental earlier this year. At that time, you asked for how much?

Mr. SHEA. $730,000. And the Senate, the conferees allowed $575,000.

Senator BYRD. Would you say what you just said again?

Mr. SHEA. The Department requested a supplemental in fiscal 1961 of $730,000. The Senate and the conferees allowed $575,000.

Senator BYRD. You came before the subcommittee this year and asked for $730,000?

We asked you to take a new look. And then we asked you to take a second look, and then we asked you to take a third look. And, finally, you were able to determine that your bottom dollar was $575,000?

Mr. SHEA. Yes, sir.

Senator BYRD. Now, Mr. Herman, can you give us the request for 1960?

Mr. HERMAN. Senator, may I call my office and get it and have it for you in a few minutes?

Senator BYRD. Certainly.

The appropriation for 1961 was $6,085,549 for grants. You requested for 1962——

Mr. SHEA. $1,605,000.

Senator BYRD. You requested $1,605,000 increase?

Mr. SHEA. In grants alone.

Senator BYRD. And the House allowed it all?

Mr. SHEA. Yes, sir.

Senator BYRD. Making a total of $7,685,549?

Mr. SHEA. Yes, sir.

Senator BYRD. And now you say you can cut $90,000 from this?

Mr. SHEA. Yes, sir.

Senator BYRD. What is the second proposal you are making?

RELOCATION SERVICE

Mr. SHEA. In view of the financial situation in welfare expenditures, we will drop from our request restoration all items except relocation service, which amounts to $35,000.

Senator BYRD. Now, would you say that again?

Mr. SHEA. In view of the financial situation and welfare expenditures, we will drop from our requested restoration all items except the relocation services, which amounts to $35,000. And this would be an additional savings of $123,200.

Senator BYRD. This would be an additional savings of $123,200?

Mr. SHEA. Yes, sir.

Senator BYRD. You say you are willing to drop everything—let's put it this way—you are proposing that everything be dropped from the restoration request with the exception of the $35,599 for relocation service?

Mr. SHEA. Yes, sir.

Senator BYRD. Now, let's talk just a little bit about the relocation service. Did you ever come to the Congress with a request for this relocation service?

What have you been operating on? How long have you been operating this program?

Mr. SHEA. The program was authorized by the Board of Commissioners in 1960. The program has been operating since March 20, 1960.

Senator BYRD. Would you say that again? It is a little difficult to hear.

Mr. SHEA. The program was authorized by the Board of Commissioners on February 19, 1960. And the Department commenced operating the service just after that time, and it is continuing to operate the service on the authority of the Board of Commissioners until the end of this month.

Senator BYRD. Where did you get the money?

Mr. SHEA. The Board of Commissioners directed that we take three staff members, two social workers, and one clerk from the public assistance division and assign them to the relocation service, which is an extension of what we call the landlord-tenant consultant service. This has been in the Department for approximately 25 years.

RELOCATION SERVICE EXPENDITURES

Senator BYRD. So how much money have you spent during the course of time that this program has been in effect?

Mr. SHEA. Approximately $17,500.

Senator BYRD. Would you break that down?

Mr. SHEA. The two social workers are GS–7 social workers, which is an average salary of approximately $5,400 each, one GS–4 clerk, which is an average salary of slightly in excess of $4,000, that is approximately $14,000, the balance of the amount of money has been expended for office supplies and communications for the operation of the office, which is physically located in one of the court buildings under the supervision of the landlord-tenant consultant.

Senator BYRD. Was this item ever presented to either committee of the Congress?

Mr. SHEA. It was presented in this fiscal year 1962 to the House.

Senator BYRD. But you had already inaugurated the program and had already borrowed the three workers from public assistance and had already spent the money for personal services and equipment, is that correct?

Mr. SHEA. Yes, sir.

Senator BYRD. What is the proposal now? You are asking for $35,590?

EXPANSION OF SERVICE

Mr. SHEA. The proposal now is that this service be expanded to include one additional social worker, one housing officer, and one additional clerk, and that the money be made available for the employment of three additional workers, the three additional positions that had been loaned from the public assistance division to this service. So that there would be a total of six positions in this service now rather than the three that had been previously on loan from the public assistance division.

Senator BYRD. So you borrowed three and now you are going to pick up six?

Mr. SHEA. We are going to return the three that were borrowed and replace them with three more and add three more to that initial three.

Senator BYRD. The total cost would be a 100-percent increase?

Mr. SHEA. Yes, sir.

BUILDING CODE ENFORCEMENT

Mr. HERMAN. I believe the increase is for that building code enforcement, that $206,000 package that we talked about at the beginning of the hearing. So the augmentation is for the building code enforcement.

Senator BYRD. How could you draw three workers from the public assistance program when you are so hard up for personnel there?

Mr. SHEA. Because, we felt that the activties of the three District agencies; namely, the Board for the Condemnation of Insanitary Buildings, the Real Property Division of the Administrative Services Office, and the Housing Division of the Department of Licenses and Inspections, where all are going to step up their activities, and

that there would be a considerable number of people displaced by District of Columbia governmental action who would be in need of help to get available housing either under the public housing program or in private housing.

Senator BYRD. Mr. Shea, would you mind speaking louder?

Do you think that the public assistance program suffered as a result of borrowing three positions?

Mr. SHEA. Actually, at all times, Senator, there are a certain number of positions in Public Assistance that are unable to be filled, and a certain number of positions authorized to Public Assistance that have not been funded. And we feel that this service has in its essence a preventive feature which could if successful—and we think it has been successful because it has been able to help approximately 48.8 percent of the people that were displaced to get better housing or have the housing which they were then living in meet the District code.

PREVENTIVE MEASURE

We feel that this was a method of preventing people from getting on public assistance. These people were people who were on the border of the economy; in other words, they were working and they were making a genuine effort to be self-sustaining. With this help and guidance and counseling, they were moved into more adequate housing, and were not found on public assistance rolls or on any other welfare program.

We think it was an expenditure of casework time which was a real preventive measure from the point of view of preventing people from becoming public responsibilities in a much more expensive way.

Senator BYRD. How many displaced residents could be helped in this fashion this year?

Mr. SHEA. Well——

Senator BYRD. What is the potential for this type of program that we are talking about?

Mr. SHEA. The past experience we have had, Senator, with respect to the existence of the program which our statistics cover from the 21st of March 1960 through the 31st of July 1961 has indicated that there have been 1,017 referrals to this Service by these three agencies that I mentioned; 795 families of the 1,017 families, or 78.1 percent, actually came to the Service.

A person has to take the initiative to come to the Service, we do not go out and say, "We have the service." And, as a matter of interest, involved in these 795 families that came to you, this 78.1 percent, there were 3,620 children involved. As a result of the service, 388 families of the 795 families, or 48.8 percent, were housed in better housing or had the housing deficiency corrected so that they were able to continue to live in the then-existing housing.

There were 388 families housed, or whose housing deficiency was corrected, which represents 48.8 percent.

Now, among the places in which these families were housed was either public housing, 183; 27 were relocated by the Service in private housing; 138 were self-relocated in private housing; 15 purchased their own home or repaired their own homes.

Senator BYRD. I think you are getting a little far afield from the question. Maybe I didn't present it clearly enough. Let me put it

this way: You are asking for six additional positions to carry on the load.

Mr. SHEA. Yes.

Senator BYRD. If you were given the six positions, would this staff be able to reach all of the displaced residents who need, in your opinion and perhaps in the opinion of others, this type of service?

Mr. SHEA. We would hope that at least the same percentage of people who would be displaced—we would hope at least the same percentage and more would be reached by this Service because of the additional staff.

Senator BYRD. And the same percentage again is how much?

Mr. SHEA. 48.8 percent.

Senator BYRD. If the program is good enough for 6, why not ask for 12 and get 100 percent?

AVAILABILITY OF HOUSING

Mr. SHEA. I think there were two factors, Senator, with respect to this location of housing for displaced families. First is the available housing within the available resources of these people. In other words, the average income of these people is no more than $67 a week. And the average rent which they should be able to pay should not exceed that amount under normal circumstances. But the amount of rent which these people have to pay in private housing is approximately $15 more than the $67 which they earn. So there is the factor of their not being able to afford the housing because they do not have the available money.

NONAVAILABILITY OF LARGE UNITS FOR LARGE FAMILIES

And the second factor, of course, is the nonavailability of large units for large families. There has been a concerted effort by the National Capital Housing Authority to make available larger units, either by the actual construction of them, or by the conversion of existing smaller units, or by the purchase of some private housing and converting them into larger units. This is all in the mill.

And I don't think that we ever can guarantee that each one of these displaced families will get the available housing up to 100 percent even if we were to double this staff of six. But I do think there will be continued efforts made by the additional positions to get as many people who are displaced by the District of Columbia government action into adequate, safe, sound housing to meet the needs of the family, needs not only in terms of the size of the family, but also in terms of the economic income of the family.

If a person has to move into a housing unit that exceeds his weekly wage, he has to pay the rent if he wants to remain there, he does so at a sacrifice of food or some other item which is necessary.

But I do think that this service has demonstrated two factors, that there are not enough existing large units; and, secondly, that people who are being relocated need more than mere physical housing. They need a lot of help in terms of locating the housing, and also a lot of help in terms of their properly using the housing after they first get it.

Many, as you know, Senator, come from slum areas where there have been very little available utilities, and they need considerable

help and guidance in order to adequately and properly use the new housing into which they are located.

Senator BYRD. Please define your terms. What do you mean by help?

TYPE OF COUNSELING SERVICE

Mr. SHEA. If a person, for example, has lived in slum housing, he may not have had adequate, or any, cooking facilities; they may not have had any, or inadequate, bathing facilities. They may not have had any help whatsoever in how to expend the amount of money which was coming in to them regularly from the pay of the father. Let's say that if these persons are located in private housing where there is adequate cooking facilities, adequate bathing facilities, they have to be guided in terms of how to use this, how to properly prepare food, so that the utilities can be properly used, and actually how to use the bathing facilities. In some instances this is the first time these people have had these available facilities, unbelievable though it might be, it is a reality. Unless these services are rendered, there is a reasonable likelihood that even the new facilities which they find themselves in might quickly deteriorate into slums. We want them not only to get into good housing, we want them to be able to maintain this housing as adequate housing. This is what we mean by the service of counseling available to these people.

TOTAL PERSONS SERVICED

Senator BYRD. You have already stated the number of people who receive this service, but I didn't take it down. Would you state the number again?

Mr. SHEA. 388 families out of 1,795 families that physically came to the service and requested help.

Senator BYRD. Now, how many persons were helped? You say 388 families, how many persons?

Mr. SHEA. There were 3,630 children, and you would add normally 1 other person, a mother, approximately 4,100 persons, including the adults.

Senator BYRD. And you would hope to reach how many families?

Mr. SHEA. We would hope to reach 50 percent, approximately 50 percent of all the families displaced by these three District of Columbia governmental agencies.

Senator BYRD. Approximately how many families would that be?

Mr. SHEA. I would hope it would be in the neighborhood of 750 to 800 different families in the course of a fiscal year.

Senator BYRD. Do you think that 6 persons can give 800 families the type of service that you have just outlined?

Mr. SHEA. Some of the service, Senator, is short time. It is a one contact, and the person is able to adjust the situation by one contact. Others, of course, will require more frequent visits.

EXPERIMENTAL NATURE OF RELOCATION SERVICE

Senator BYRD. Mr. Shea, did two members of the advisory department of the District of Columbia displaced families service state that the relocation service was an experiment that had proved to be a failure rather than a success?

Mr. SHEA. Yes, sir. This was an ad hoc committee that was set up by the Department to study this particular program and to make recommendations to us which we forwarded to the Commissioners.

Senator BYRD. Who were the two individuals who stated that the experiment had been a failure?

Mr. SHEA. Mrs. Frank Marks and Dr. Franklin.

Senator BYRD. What have you to say about this?

Mr. SHEA. I think, sir, that our statistics have illustrated and demonstrated that this program is a success. When we started we tried to demonstrate two things. We think we have demonstrated it through this service quite well. We have demonstrated first that there are not adequate large units for large families available in the District, and I think that there has been as a result of this service a considerable amount of community wide interest in trying to have these facilities made available for these large families. Secondly, our premise was that these people needed more than mere physical relocation. They need help and guidance and counseling. I think the fact that 48.8 percent of the people that came to this service on their own and for whom there was something constructive done is illustrative of the positive contribution.

REPORT OF STUDY COMMITTEE

Senator BYRD. What justifications were made by the two dissenters as to their assessment?

Mr. SHEA. I personally have never seen the report which the group presented to the Commissioners. I understand that there were comments related to the majority vote, but I have not seen a copy.

Senator BYRD. It seems a little strange to me, Mr. Shea—and I say this kindly—but I will say this, if I were in your position, and if I were attempting to justify to the Congress a request for twice the amount of money that was utilized this past year, I should think I ought to make it my business to read the report of two individuals who had stated that this experiment was a failure rather than a success.

Mr. SHEA. I think, again, Senator, that the basic difference between the majority report and the minority report is the matter of philosophy. It is a matter of how you evaluate the available statistics.

Now, a person can look at 50 percent and say that it is failure and another person can look at 50 percent and say it is a success. The difference in the expression of philosophy has been this. We have felt that if a person is displaced by District of Columbia governmental action we should not go out and tell them that we are available and say, now, "If you want our service, you come to us." We have placed the burden on the individuals to take advantage of the existing service which they know exists, because at the time of displacement the District of Columbia governmental agency that is displacing them notifies them that they are about to be displaced, and that there is this service available.

We think that the individuals, if they are interested and really need this service, will take the initiative. So it is a question of how you interpret the statistics, and it is a question of the philosophy of the approach.

Senator BYRD. Senator Schoeppel, may I say that I am going to yield to you in a moment. I know you have some questions that you

would like to pursue. But I want to question the witness concerning the relocation service just a bit further.

Senator SCHOEPPEL. Go right ahead.

Senator BYRD. I think you have already stated for the record how many families have been displaced.

Mr. SHEA. Yes.

Senator BYRD. And how many have been relocated since—what date was it?

Mr. SHEA. August 1, 1960, through the 31st of July 1961.

Senator BYRD. Now, you borrowed three individuals from Public Assistance?

Mr. SHEA. Yes, sir.

Senator BYRD. Without having presented the matter at all to committees of the Congress?

Mr. SHEA. With the approval of the Board of Commissioners.

Senator BYRD. You borrowed the three individuals from Public Assistance without having presented the matter at all to either committee of the Congress?

Mr. SHEA. Yes, sir.

EQUIPMENT AND SUPPLIES

Senator BYRD. This year you are asking for six persons. How much money are you requesting for equipment and supplies to be used by those six persons?

Mr. SHEA. This is the only request, sir. The $35,590 includes $1,857 for equipment, $575 for supplies, $30,658 for personnel compensation, and $2,500 for personnel benefits——

Senator BYRD. You borrowed three persons from Public Assistance last year. From where did you borrow the equipment and supplies for those three persons?

Mr. SHEA. The service called landlord-tenant consultant has been in existence for approximately 25 years. So there were some supplies in that particular office. We did not have to have any available office space, because the court made available office space to us in the basement of their building. If there were need for any additional supplies, they came from the Public Assistance Division supplies.

Senator BYRD. So you are continuing to draw on other sources which do come to the Congress, which do come to the committees for scrutiny of the request. And you set up a new program without its having been approved by either of the congressional committees.

You proceed to carry it on. Certainly it would seem logical to me that you ought to have been able to foresee the need for the three individuals, the need for sufficient equipment, Mr. Shea, in time to have presented a request to the House committee, and to the Senate committee. This wasn't something that just grew overnight like the prophet's gourd, was it?

URBAN RENEWAL OPERATING COMMITTEE

Mr. SHEA. No, sir. We did discuss—suggestions for the establishment of the relocation service. It was first suggested by me at what is referred to as the Urban Renewal Operating Committee. This is a committee of District officials who meet rather regularly in the District Building. It appeared to me at the time that there was a great deal of discussion about this need pro and con, and that the discus-

sion was literally getting no place. I felt strongly that the people who were about to be displaced should have something done about them rather than having nothing. So I made the suggestion to the Urban Renewal Operating Committee. I was instructed to return to our office and develop a more detailed plan in terms of what we thought would be necessary by way of personnel and supplies, and where it would be, and so forth.

This we did, and then we submitted this through the normal District channels, and received approval the 9th of February 1960.

Senator BYRD. Now, when did you make this suggestion?

Mr. SHEA. I made this suggestion approximately October and November 1959. And it was eventually approved by the Board of Commissioners on the 19th of February 1960. This was an experiment which we felt was worth the effort, as I think I indicated, because it appears to me that nothing was going to be done about the situation.

I felt that such an experiment was certainly worth trying, particularly since this type of service, as has been demonstrated in our opinion quite successfully, has proven that it is a method of helping people to help themselves, and also preventing them from becoming public responsibilities in other areas.

Senator BYRD. I am not at the moment talking about the merit of the service at all, Mr. Shea. I haven't attempted to challenge what you have said at all.

But it seems to me that you foresaw this certainly in time to have presented it to the House, did you not?

Mr. SHEA. Yes, sir.

Senator BYRD. This is not a large item. But there is a principle involved here which I think should be emphasized.

Mr. SHEA. I think there was some testimony to this effect, sir, in the House hearings——

Senator BYRD. In the 1962 hearings?

Mr. SHEA. Yes.

Senator BYRD. Yes, indeed. And Congressman Rabaut was very sharply critical.

I am not talking about that. I know you presented the request for $39,590; yes. But I am sure you are well aware that I am questioning your borrowing from Public Assistance three positions in terms of money which amounted to $17,000, plus equipment, or including equipment. And you did this to inaugurate a program which may go on and on and on, without presenting it to either committee of the Congress. And I am not alone in being critical of this procedure, because Congressman Rabaut was very unhappy about this, very disturbed by it. And inasmuch as you referred to the House hearings, why don't you read for the record at this point what was said in the House hearings by Congressman Rabaut, page 855.

HOUSE HEARINGS

Suppose I read it, Mr. Shea [reads]:

Mr. RABAUT. For relocation service the estimate is $17,590. What is the present cost of this service and what will it be if this estimate is approved?

Mr. SHEA. The cost of $17,590 is exactly what it takes now. What we are asking in this budget is to provide money in our office for not only that money which was borrowed from Public Assistance in terms of reassignment of staff

but three additional positions because the program is expanding and it is proposed to expand it in the 1962 budget.

What we are asking in this program is for seven positions—

I think you meant six——

Mr. SHEA. Yes, sir.

Senator BYRD (reading):

On a permanent basis. Three of them up to this point have been on loan from Public Assistance and we are asking for three more.

Mr. RABAUT. What did you say the present cost is?

Mr. SHEA. $17,500.

Mr. RABAUT. What will it be if you get the $17,690 requested?

Mr. SHEA. Total cost will be $35,590.

Mr. RABAUT. A 100-percent increase?

Mr. SHEA. Yes, sir.

Mr. RABAUT. When did this service start operating?

Mr. SHEA. It started operating on February 19, 1950, with the approval of the Board of Commissioners.

Mr. RABAUT. Did it have approval of the Congress or this committee?

Mr. SHEA. To the best of my knowledge our approval came from the Board of Commissioners for the activation of this program.

Mr. HERMAN. The Commissioners did approve the program.

Mr. RABAUT. Did they ever bring it up to us before?

Mr. LOWE. I don't think so, Mr. Chairman. It has been a limited scale addition to the work Welfare usually does.

Mr. RABAUT. A what?

Mr. LOWE. A limited scale addition to the work that the Welfare Department regularly does through this particular group.

Mr. SHEA, for some years——

Mr. RABAUT. Limited scale? It will have $17,590 for each step.

Mr. LOWE. I didn't mean what is in the budget is a limited scale but what the Commissioners had actually done up to this point, Mr. Chairman. They have applied very limited resources to it up to this time. This is to regularize it.

Mr. RABAUT. They didn't need any money or approval to start it. Can't you continue it the same way you started it?

Mr. SHEA. When this program was begun it was a very limited program.

Mr. RABAUT. Sure, but you have the camel's nose under the tent now. I don't say it is a good program or a bad program. You say nothing to us about starting it and then double it the next year.

Now you ask for $17,590. Are you going to get the other $17,590 somewhere else? If so, where?

Mr. SHEA. This is one of the requests we have in the 1962 budget. Because this program started on a very limited scale, and as we understand what will happen in the District of Columbia by way of a considerable acceleration of the displacement of people, the additional staff will be needed to adequately meet this particular type of service.

It is expected——

Mr. RABAUT. Wouldn't it have been nice, though, if we had known something about it? What are we here for?

I don't say it is your fault but it is somebody's fault.

Mr. LOWE. It must be set up as our fault in the financial setup.

Mr. RABAUT. I don't like to be kept in the dark. Here you have $35,000 we never heard of at all and all of a sudden it is necessary.

Mr. LOWE. I think wherein the failure came to get your counsel on it is this: What the Commissioners actually had been doing up to this time is very little more than what they have always done. It is only in the fiscal 1962 budget that the real augmentation is being recommended, and that is, of course, being brought to your committee.

Mr. RABAUT. It is brought to us now to get the funds doubled. That is not cricket.

Mr. SHEA. If I may comment on the service, sir, it has done well, just talking about the way it was done procedurally.

So, Mr. Shea, it might be well, inasmuch as you have brought to the attention of the committee the fact that you did appear before the House committee in support of the 1962 request, that these comments,

questions, and criticisms by a Member of the House should be made clear here, too.

So you see, on the other side of the Hill the legislative body there was disturbed at the procedure just as we are disturbed here.

I still think you could have presented to the House—could it not have been presented when the House and the Senate took up the supplemental appropriations this past spring?

Mr. SHEA. Yes, sir; it could have been.

Senator BYRD. It could have been. But it was not? You already had the person borrowed by then from Public Assistance, did you not?

Mr. SHEA. Yes.

Senator BYRD. You knew that Public Assistance itself was purportedly short of personnel. You knew that Public Assistance could use those three positions. The program was already underway. You were content to let it run its course until you proceeded to make your request for twice the amount of money in the 1962 bill. And you were content to leave both Houses of the Congress in the dark, as Congressman Rabaut so well termed it, and that is the way we have been operating up to this time in connection with this item.

So it just seems to me, Mr. Shea, that even though this is a small item—and I want to explain to you why I have taken so much time in talking about an item involving only $35,590—in my estimation it is a devious method of initiating a program without the consent of the Congress and then taking moneys appropriated by the Congress for specific work, and by taking personnel supposedly needed for the work that was recognized by the Congress as necessary work, I think that it is a device that is certainly questionable, and it should not be tolerated, and should be discontinued.

Mr. SHEA. May I make two comments, Senator?

Senator BYRD. Let me just finish.

Members of the Congress who sit on these committees have a responsibility to the taxpayers of this country. And it is our purpose to examine the requests that are made for appropriations from year to year. And when procedures such as this are followed—perhaps at times extenuating circumstances justify it, but when procedures are taken like this and extenuating circumstances are not present, as they were not in this instance, thus depriving the members of the House and Senate committees an opportunity to take a look at the program and take some position for or against the request, then in fact the Members of the Congress are not only being deprived of the opportunity to pass on those things, but the taxpayers are being deprived of representation in regard to the matter.

Do you wish to comment?

EXPERIMENTAL PROGRAM

Mr. SHEA. I think I might just add two thoughts to my suggesting this program.

This was to a considerable extent on experimental program. I believe that the District Government felt that they would have to have more substantial information in order to either reject the service or to attempt to continue to support the service. The information came from this 15 months experimental demonstration.

I think the second point is that it is as yet not determined whether there should or should not be a central relocation service in the District of Columbia. This matter, as I understand it, is still under discussion and will presumably be resolved rather soon.

I think this type of program would help the Commissioners decide one way or the other with respect to the merits or the disadvantages of a central relocation service.

WELFARE RECIPIENTS WHO MOVE DURING YEAR

Senator BYRD. Mr. Shea, what percent of your recipients moved from place to place during the year?

Mr. SHEA. In the course of one month approximately 400 recipients move, about 4,800 a year. And there are now 12,894 cases on public assistance as of the 31st of July.

Senator BYRD. The reason I asked this question, Dr. Hansen, when he was before the committee the other day, if I remember correctly, said that approximately one out of every five students in the District of Columbia schools enters the schools in mid-term. And he commented on the fact that so many families do move about the District. So you have quite a moving problem, do you not?

Mr. SHEA. Yes, sir.

Senator BYRD. Then why do you need a relocation service to help people relocate, since so many of them find it so easy to relocate themselves.

Mr. SHEA. I think there are a certain percentage of them that can and have demonstrated that they can relocate themselves. But there are always a certain number of individuals who do not have the knowledge as to how to go about getting better housing, and particularly as to how they might get into public housing. This is where our service has attempted to help these people go through the procedural methodology required by public housing. Also a lot of the people do not have knowledge about other available housing that might be feasible for them.

IMPROVEMENT OF EXISTING FACILITIES

I think there is one other service here which is very helpful, and that is, the landlords in the housing that has been under scrutiny are encouraged by this service to improve the existing facilities. Therefore, the person may not have to move at all, which helps cumulatively in meeting the needs of these people either one of these presuggested locations, or the existing ones, or in private or in public housing.

Senator BYRD. I have one more question.

You stated that you felt that you could recede from the position of making a request for the restoration in the entirety, with the exception of the $35,590. Now, suppose you don't get this $35,590, will you continue to borrow from Public Assistance?

Mr. SHEA. No, sir.

Senator BYRD. Why not?

Mr. SHEA. The most recent order of the Board of Commissioners with respect to this service was approximately the first of July. As I understand the order, the service was to be continued not beyond the 31st of August of this year. As a matter of fact, we had planned to

have a meeting today with the agencies affected by this service to indicate what steps they should take in the event that this particular service is not available.

So far as we are concerned, the service would discontinue on the 31st of August unless the money is appropriated.

DECISION OF COMMISSIONERS

Senator BYRD. Would you state again what the Commissioners decided?

Mr. SHEA. That in the light of the appropriation of 1962 not having been acted upon, and because the Service was already in operation, the Commissioners authorized the extension of the Service from approximately the 1st of July to the 31st of August of this year. So we kept the staff where they are, we kept all the machinery in motion, and depending upon what happens to this question for this amount of money. The Service will either continue as it is, or be moved to some other phase of the District Government, or be discontinued. But if the money is not available, I understand from our point of view the Service will be discontinued.

Senator BYRD. If the restoration request for the $35,590 is acted upon favorably, will the program continue beyond the August date?

Mr. SHEA. Yes, sir.

Senator BYRD. But if it is not acted upon favorably, the program will be terminated in August?

Mr. SHEA. August 31.

Senator BYRD. So from now until then you will continue to borrow from Public Assistance?

Mr. SHEA. The same workers will remain where they are.

Senator BYRD. The three positions from Public Assistance?

Mr. SHEA. Yes.

Senator BYRD. And where will you continue to get the equipment and supplies?

Mr. SHEA. From either the landlord-tenant and consultant office or from the Public Assistance Division.

POSITIONS REQUESTED FOR PUBLIC ASSISTANCE

Senator BYRD. How many positions are you requesting for Public Assistance?

Mr. SHEA. Six positions.

Senator BYRD. You are requesting six for Public Assistance?

Mr. SHEA. Yes.

Senator BYRD. Suppose you don't get those six. Are you requesting six of the Senate, or did you request six that were given to you by the House?

Mr. SHEA. Six given to us by the House.

Senator BYRD. So you are not asking for six more here?

Mr. SHEA. No.

Senator BYRD. You requested six there, and you were allowed those six. If the Senate doesn't restore the $35,590 are you going to continue to borrow from Public Assistance through August three persons?

Mr. SHEA. Three caseworkers and one clerk. But, actually, Senator, the Service will taper off considerably if it seems to be—at least the indication seems to be that the Service will be discontinued. We are

not going to attempt to keep the same pace that we are presently maintaining. It should taper off by the last week in August, so that there will be relatively little activity in this Service at that time.

Senator BYRD. Congressman Rabaut, while disturbed about it, did not pursue this item any further than the items which I read into the record?

Mr. SHEA. Not to my recollection.

Senator BYRD. Do you think that he would have been favorably disposed toward giving Public Assistance six additional workers if he had pursued the course of discussion to the point that has been pursued here, to wit, the statement having been made that you would continue to borrow from Public Assistance through August three persons, while you want six additional positions for Public Assistance?

It would be interesting to know what the reaction might have been.

FLOATING WORKERS

Mr. SHEA. As we tried to explain, the six additional positions for Public Assistance were what we referred to as floating workers; an attempt to fill in where the persons are on annual and sick leave, just so that there would be a reasonable caseload coverage.

Senator BYRD. But if you hadn't borrowed them, you wouldn't need these six, would you, from Public Assistance? If you hadn't taken the three away you would have only had to ask for the three for Public Assistance; is that correct?

Mr. SHEA. The ones loaned to Public Assistance, only three were social workers, one was a clerk. The six positions requested in the Public Assistance are for social workers. But there would have been a reduction of two of the six social workers.

Senator BYRD. If the Senate doesn't restore this and you do have to discontinue the program, what are you going to do with the three persons you borrowed from Public Assistance?

Mr. SHEA. Turn them back to Public Assistance.

Senator BYRD. You need them there, don't you?

Mr. SHEA. Yes. As a matter of fact, we need them at both places.

Senator BYRD. Senator Schoeppel?

INTEREST OF GENERAL TAXPAYERS OF THE COUNTRY

Senator SCHOEPPEL. Apropos of what the chairman has said here, you are, of course, aware that approximately 13 percent of the money that you request comes from the general taxpayers of the country outside of the District of Columbia?

Mr. SHEA. Yes, sir.

Senator SCHOEPPEL. Hence, there is an interest in following these appropriation requests. I think I am approximately correct—it may be a few percentage points one way or the other.

Mr. SHEA. Yes.

Senator SCHOEPPEL. Now, it would just seem to me that if you borrowed three people, as you say you did, in this program, and if you could have gotten along with those three, why actually would you now need six?

Mr. SHEA. I think, sir, that the program in this particular service was experimental. I think that we have demonstrated the objectives which we set out to demonstrate.

Senator SCHOEPPEL. All right, I followed your statement on that. On an experimental basis you wanted to see what the situation was. But do you really think now, in the light of what has transpired, and the position that the House has taken, do you really think that this is a responsibility of the Welfare Department—especially when you now have National Capital Housing, the Urban Renewal Authority, you have your real estate firms that are all interested in moving people into housing wherever it is available, you have got the newspapers available with all the want ads all the way down the line. Why, the thing I am wondering about is, when you set up a new agency, that thing starts growing and growing, even though you started it as an experimental proposition?

COOPERATION OF OTHER AGENCIES

Haven't the other housing agencies cooperated with you before?

Mr. SHEA. Yes, sir. Each one of them has a specific responsibility, or lacks this type of service within their existing structure, for example, the RLA, Redevelopment Land Agency, does have a responsibility to relocate and rehouse those people displaced by this urban renewal activity. They not only help the people get into this activity, but they also pay a certain fee in terms of moving costs, and so forth.

The National Capital Housing Authority does not have any social staff per se. Their staff consists of administrative personnel plus managers of the various projects. To date in the District of Columbia there has not been any social workers staff assigned to the National Capital Housing.

Senator SCHOEPPEL. If a man wants a house in that project doesn't he just apply to that agency for a home or unit?

Mr. SHEA. Yes, he does.

Senator SCHOEPPEL. What does he have to come to an agency like this for?

Mr. SHEA. Many of these people who have beeen displaced by District of Columbia governmental action are not aware of the existence of public housing. They are not aware of the method by which they apply. They are not even aware of where this facility is at which they might apply. They need a considerable amount of help in merely going through the mechanics of applying for it.

Senator SCHOEPPEL. Well, I would think that a man that is the head of a household would have enough interest so that he wouldn't have to have social workers going around, saying, "Can we do something for you?" I am sure the taxpayers of the District of Columbia wouldn't support that, nor of Chicago, Philadelphia, or any other place.

Mr. SHEA. We don't go out and search out these people. When these people are about to be displaced they are notified by the appropriate District displacing agency. They are informed at that time, not by a social worker, but by the person, he might be a housing inspector or a member of the board of sanitary building, that this service is available. Individuals have to take advantage of this and go there.

Senator SCHOEPPEL. And in that case, that family, that is a shock to them in a sense, and they do need some type of guidance or instructions as to what their rights are?

Mr. SHEA. Yes, sir.

Senator SCHOEPPEL. But it would seem to me that in the District, or any other city in a corresponding way, there is a responsibility to at least prepare for that kind of an eventuality. Don't you agree with me?

Mr. SHEA. Yes. And this is what we are trying to do.

Senator SCHOEPPEL. Yes, but in this category you are setting up an entirely new picture, it seems to me.

CASELOAD OF SERVICE WORKERS

Now, let's go to this. You say that 1,430 families were taken care of by 3 workers.

Mr. SHEA. Yes.

Senator SCHOEPPEL. This amounts to about nine cases a week per worker.

Now, on this experimental basis, from what your experience has been, do you think this is excessive, or is it average, or can they handle more of these cases per worker?

Mr. SHEA. I think, sir, because of the experimental nature of the program, there is not much precedent that we have. What we have as the caseload is not typical. This is one of the things that we tended to justify. I think in each one of the individual cases there is a different set of circumstances. You may merely have one contact in one case and say to them this is how you do it and they go ahead and do it. In another case there may be a considerable amount of effort required to get the person to get to the National Capital Housing office and go through the mechanics of filing an application. The cases are varied, the individual service, or the amount of service that is necessary varies greatly, and there is very little precedent as to how this is done. It is not a typical public welfare caseload, such as, for example, where you might have 1 worker for 50 cases in foster homes or some other place. This is individually different, and there is really very little to go by. Despite this fact that they have been able to accomplish a considerable amount. These people that we assigned from Public Assistance to this program we knew would produce the maximum in terms of this particular service, and we were very anxious that the maximum service be given to these people.

Senator SCHOEPPEL. About nine cases a week?

Mr. SHEA. I am sure this is the way mathematically it figures out, but I am sure that every one of these caseworkers had a considerable amount of activity in the week, whether by telephone or otherwise.

PRECEDENT INVOLVED

Senator SCHOEPPEL. I agree with the chairman, $35,000 isn't very much money. It looks to me like we are going to shift the responsibility from where it is to another agency.

Just looking back quickly on the relocation service, you set out as your program justification, I quote:

This request will provide personnel for maintaining direct communication with the private and public housing resources.

Attempting to persuade the sources of private housing that the mutual interest of landlord and tenant could be served by permitting the use of vacancies by specific displaced families.

We have to reeducate these landlords, I presume, to a new program.

Following up on referrals to the public housing agency to point out the relative urgency of need among the applicants referred.

And making home visits prior to displacement to assess the new living conditions and the maintenance of the new facilities.

Now, I presume that what you are telling us that you would like to have here is funds to reeducate these people as to what they are getting into and how to utilize it.

Mr. SHEA. Yes, education in the broadest sense of the word.

Senator SCHOEPPEL. In these readjustments that some of them have to go through they probably need some guidance, but I think the thing we have to watch out for is that this just doesn't continue to grow and grow, and with somebody doing something while some other department shirks its responsibilities.

Frankly, I don't know what we ought to do about it. But I question that it is the function of Government to act as a real estate agency to assist people find homes.

Senator BYRD. Thank you, Senator Schoeppel.

ACTIVITIES OF VOLUNTARY AGENCIES

I have one other question on this point. Are there any voluntary agencies that handle this kind of activity, or could handle it?

Mr. SHEA. Not directly that I know. The voluntary agencies have a pretty rigid control over the caseworker service that they provide, and the pressure is on these agencies as it is on our agencies in terms of the volume of work, and, to my knowledge, there is no specific service quite comparable to this given in the voluntary agencies.

RESTORATION FOR PUBLIC ASSISTANCE DIVISION

Senator BYRD. Now, Mr. Shea, in making the second approach you have indicated that you will not ask for the restoration of $49,449 for the Public Assistance Division, is that right?

Mr. SHEA. This is the Urban Renewal project, yes, sir.

Senator BYRD. $49,949 for which the House allowed you 6 positions, and for which you are requesting restoration of 10; is that correct?

Mr. SHEA. Yes, sir.

Senator BYRD. So now you say that you can do this work with the 6, and relinquish your request for the additional 10.

Mr. SHEA. No, sir. They are two different—they were two different justifications. The six additional workers requested for public assistance were what we referred to as floating workers, in other words, workers filling in behind those individual caseworkers who were on leave, either sick or annual. The 10 workers were a part of this second precinct package which amounted to something like $294,000, but of which approximately $50,000 was for the Public Welfare Department.

These 10 positions included 1 supervisor, 2 clerks, and 7 social workers.

The other, depending upon what happens to the total package for the second precinct, if this money is not available, we will not be able to participate in the fashion which has been proposed here in this particular project.

JUNIOR VILLAGE

Senator BYRD. Now, the $122,610 which you say you are willing to withdraw your request for, $24,000 is for District of Columbia welfare institutions?

Mr. SHEA. Yes, sir, specifically for Junior Village.

Senator BYRD. Which involves four positions?

Mr. SHEA. Yes.

CHILDREN'S CENTER

Senator BYRD. $48,661 is for the Children's Center, which involves eight positions. Am I correct?

Mr. SHEA. Yes.

Senator BYRD. Why do you suggest that these restoration requests be withdrawn when we haven't even gotten to these items? We haven't talked about the Children's Center here yet, this committee hasn't indicated any disinterest in the Children's Center. We haven't gotten to the District of Columbia welfare institutions. You might get these positions, you might find a lot of sympathy on this committee on these items. Why do you jump ahead of the committee and say you are willing to withdraw the request for these items?

Mr. SHEA. I understood our assignment was to go back and see if there was anything we could eliminate from the 1962 request.

Senator BYRD. That is good. I am going to ask you to go back again. But why were these items requested when, after taking a first look, you find that they now can be eliminated, and they are not needed as you had indicated in the first instance?

Mr. SHEA. If I might say, this is a suggested method by which the budget would be cut. I feel very strongly about each one of these items, sir. I think I could justify with equal enthusiasm, I hope, each one of these four items. For example, the second precinct project was again an effort by the District government to attempt to prevent increased public welfare expenditures by preventive services.

Senator BYRD. That is the item for which $294,000 is being requested this year to begin what will ultimately amount to a 5-year program which, if carried on at the rate of $294,000 per year would approximate $1½ million at the end of 5 years, is that not so?

Mr. SHEA. Yes, sir, that is right.

Senator BYRD. And, of course, we have no assurance that this item would remain at the $294,000 level for each year during the 5 years, we have no assurance that it would terminate at the end of 5 years, and we have no assurance that the experiment would be a success.

Senator Schoeppel, do you have any questions concerning the proposal that the $122,610 be eliminated?

Senator SCHOEPPEL. No, I do not.

Senator BYRD. Now, Mr. Shea, what is your third proposal?

REVISED FOOD ALLOWANCES

Mr. SHEA. This is also the question of a revised budget standard affecting a large family. At the present time under our food budget the fourth person in the family, and all succeeding persons, receive the same amount for food. Savings would be effected if we reduced the food allowance required proportionately for all members of the family over four.

If this were done on the basis of $2 per person, it would amount to approximately savings of $134,178 annually.

Senator BYRD. So then your suggestion after having taken a new look—and I want to compliment you on coming up with some very worthwhile recommendations, Mr. Shea. I think you are to be commended. Your suggestion is that $90,000 be eliminated in the first proposal.

Mr. SHEA. Yes, sir.

Senator BYRD. The second one amounted to $122,200, and the third one involved——

Mr. SHEA. $134,178 annually. That is an approximation.

Senator BYRD. $134,178. The $134,178 would be a cut under the House allowance.

Mr. SHEA. Yes, sir.

Senator BYRD. The $122,200 would be a cut from the restoration request?

Mr. SHEA. Yes.

Senator BYRD. What about the $90,000?

Mr. SHEA. A cut under the House.

Senator BYRD. It would be a cut under the House.

Mr. SHEA. Yes, sir.

Senator BYRD. Now, there are five activities—administration, public assistance, Child Welfare Division, District of Columbia welfare institutions, and Children's Center. Will you supply the committee with a better breakdown which will give a clearer picture of the activities in which these cuts would be administered or applied?

Mr. SHEA. That is these specific cuts, Senator?

Senator BYRD. Yes.

Mr. SHEA. The $90,000, of course, would be administered by the Public Assistance Division. It is an activity 2, I believe, in the appropriations. The relocation service is in activity 1, which is administration, because the landlord-tenant consultant is an extension of the administrative office, and the third which, of course, is public assistance under activity 2.

Senator BYRD. Senator, Schoeppel, do you have any questions?

Mr. HERMAN. Mr. Chairman, we have these 1960 figures if you care to have them in the record.

Senator BYRD. Suppose we do that. Will you state them for the record?

1960 REQUEST FOR PUBLIC ASSISTANCE GRANTS

Mr. HERMAN. The budget request for public assistance grants in 1960 was $5,274,443. The House in its action increased this by $402,000, making a total of $5,676,443, which was the final action in the Appropriation Act.

ELIGIBILITY FOR GENERAL PUBLIC ASSISTANCE

Senator BYRD. Thank you, Mr. Herman.

Mr. Shea, suppose we move away from this for a little while. We will go on for 30 more minutes, but suppose we move away from the points that we have been discussing.

Let me ask you this question. Are persons who are employable eligible for general public assistance?

Mr. SHEA. No, sir.

Senator BYRD. Suppose a person can do—suppose he can't do heavy lifting but he can do clerical work. Is he eligible for public assistance?

Mr. SHEA. No, sir.

Senator BYRD. Do you find cases in which persons have been drawing checks over a 6-month period, over a 3-month period, or over any period of time in your general public assistance category who are employable?

Mr. SHEA. If any information comes to us which would indicate that the man is actually employed, even though he has said to us he is unemployed, he is automatically removed from the caseload. I believe we have figures available which indicate the closings on general public asssitance as there are figures available on all other categories of public assistance.

So that if a person is found to be employed, where we assumed he was unemployed, and this is usually found out either by our social workers who keep on top of the situations as fully as they possibly can or our investigators, or both together, the person is removed from the caseloads.

Senator BYRD. But suppose he is unemployed but employable? Have you found instances in which persons were receiving relief checks over a period of months who were unemployed but who were employable? You have found instances of that.

MEDICAL REVIEW OF UNEMPLOYABLES

Mr. BREWER. Yes. Upon medical review. These cases are reviewed periodically by our medical team.

Senator BYRD. How often?

Mr. BREWER. Dependent on the nature of the condition. When a person claims to be unemployable, they are sent to the public health center and we get from them a public health report. We have a doctor who comes in and reviews all of these applications with our medical social worker. The doctor determines that at that time if it is a condition that he considers is permanent under the Federal category, that is referred, and he goes on ATD. If it is not, it is continued on GPA and what is known as a review date set. The man is told you must go back to the clinic in 2 months and bring an additional report to us.

And we are dependent, of course, upon the medical diagnosis. The doctor is asked the question, can he do full work, part-time work, light work? If he can do full-time work of any nature, he is not given assistance.

Senator BYRD. If he can do part-time work——

Mr. BREWER. If he can do part-time work and if it is a part-time work of a nature in which the doctor thinks he can secure employment, he is not given it. I mean, if you have a person with a third-grade education who has been a bricklayer and the doctor says he can no longer do manual labor, for example, he can't go out and do office work or something of that nature; we would give some consideration to that.

You do that under your Federal standards.

Senator BYRD. Why shouldn't he be moved over into the totally and permanently disabled category where you do have some Federal assistance?

Mr. BREWER. He would be ordinarily.

Senator BYRD. He would be.

Mr. BREWER. Yes; and you have to remember that many of the cases moving into the ATD category move from the GPA category. Some of them go directly on, but if there is any question about the permanency of the condition, Federal funds—we have to show under the Federal standards the total disability in terms of their definition.

Under GPA we simply show inability to work such as a broken arm, somebody recovering from pneumonia, what you might call the acute conditions.

We have found that by using our—we had extended into our GPA program a medical review team that is required by the Federal Government for the Federal category. We did not always use the same procedure for GPA. We have extended this so that we have not only the medical examination from Public Health Service but a review by our own physician.

By extending this procedure we have increased the number of closings.

We have a breakdown today, this morning, of the reasons for ATD closings. We are working on the reasons for GPA closings. We can give you by this afternoon the reasons for a GPA closing which would bring out this element. But that is one thing that we have to follow up.

TOTAL GENERAL PUBLIC ASSISTANCE CASES

Senator BYRD. You had 573 general public assistance cases in 1956. This figure rose to 1,471 cases for 1961. I am reading from page 866 of the House hearings. Is that correct?

Mr. SHEA. Yes.

Senator BYRD. Now, the figure is for 11 months, according to the table. Would you please inform the committee as to the correct figure for the 12-month period.

Mr. BREWER. Yes. The final figure is $1,321,470, the actual figure at the end of the fiscal year in GPA.

Senator BYRD. I am talking about per month.

Mr. BREWER. I am sorry.

Senator BYRD. Let me preface my question again. You had 573 general public assistance cases in 1956. This figure rose to 1,472 at the end of an 11-month period. The total doesn't give the number of cases for 12 months.

Mr. SHEA. 1,479 cases, Senator.

Senator BYRD. 1,479 cases?

Mr. SHEA. Yes. And they represent 1,618 persons.

Senator BYRD. They represent how many persons?

Mr. SHEA. 1,618. The money figure was $1,321,470.

INCREASE IN GPA CASES

Senator BYRD. That is an increase, then, of a little under 300 percent, roughly speaking, in the number of GPA cases over a 6-year period. Can you explain this increase?

Mr. SHEA. The establishment of the category known as aid to the disabled for which we receive Federal money encouraged the District

as well as all other States to transfer as many of these cases from the GPA to the federally matched category in order to earn the Federal money.

Secondly, the characteristics of the District population with respect to adequacy in terms of their employability or their inclination to be what I referred to, I believe the previous day, as the social misfits have increased. An inadequate person might be inadequate because he is an alcoholic or he might be inadequate because he is heading toward psychiatric breakdown, and this is one—these are two other reasons, namely, the possibility of more alcoholics, the possibility of the tremendous tensions of living in the urban areas which create psychiatric breakdowns or inclinations to them.

Another group of people who are on this category is the individual who has been in a correctional institution, and they come back and they may make it for a relatively short time or for rather an extended time, but they are always on the fringe of not being able to continue in the constructive labor market. They are also the victims of any reduction in force. Because of their inadequacies, they have an inclination toward aggravated health problems, and I think that generally speaking these are the individuals who always find their way onto general public assistance. They are the individuals, generally speaking, who do not qualify for any of the other Federal matching categories either because of age or disability, or some other social inadequacy.

Senator BYRD. I am sorry to have to ask you to speak louder. It is too bad we have so much noise and commotion out in the hall, but if you will just keep your voice up so the press can hear you and other folks in the back of the room.

Mr. SHEA. Then you do have employables. You do have, then, employables drawing general public relief.

Mr. SHEA. Temporarily unemployable people. They have been medically determined to be unemployable. If you will recall, Senator, Mr. Brewer indicated that because of our concern about the employability or nonemployability of these persons, we have them medically screened. These persons are not added to the General Public Assistance category unless they have been determined by a medical team, a medical team existing in the Health Department's facilities, not in the Public Welfare Department facilities, that they at that particular time in the opinion of the medical personnel identified with the Health Department are unemployable.

Senator BYRD. Now, if you have an individual in this category who continues to draw a check for a period of 6 or 8 or 10 months, why don't you move him over into the ATD category?

Mr. SHEA. Well, sir, if it is at all possible to qualify him for any category of assistance, again the medical team would have to determine if he were to move from GPA to ATD. They would have to determine from the medical point of view that he was totally disabled, that in the best medical knowledge at that time he is totally disabled. If they determine that, he is moved over.

Mr. BREWER. It is a difference in definition between the Federal. The permanent aspect of it is the difference, Senator.

ESTIMATED TOTAL GPA CASES IN 1962

Senator BYRD. Now, what is the estimated number of GPA cases in fiscal year 1962?

Mr. BREWER. On a year——

Mr. SHEA. Estimated number of cases that will be on in 1962?

Senator BYRD. Yes.

Mr. BREWER. Do you have that, Mr. Lejewski?

Mr. LEJEWSKI. No. We do not have that figure here.

Mr. SHEA. I would say it would be roughly 1,500 cases.

Mr. BREWER. We have it in our workpapers.

Senator BYRD. It was 1,479 cases in 1961.

Mr. SHEA. It will be somewhere near 1,500 cases in 1962.

Mr. BREWER. That is our projection.

INCREASE IN GPA AND ADC CASES

Senator BYRD. Mr. Shea, this is one of the categories that has been creating a great deal of concern. It seems to me that the GPA category and the ADC category are the ones which seem to be growing at tremendously increasing rates.

Mr. SHEA. Yes, sir.

Senator BYRD. And perhaps they are the two categories that need the closest scrutiny. And in examining the caseloads for the other categories over a period of years, going back to 1945, I don't see an alarming increase, what would appear to me to be any alarming increase, but I have studied this matter very carefully. I have gone back through the House reports and followed the caseload in the ADC category and the GPA category over a period of 16 years, and there is an alarming increase in the number of cases and in the amount of the grants, and for this reason I do believe that these two categories need to undergo a very close and perhaps agonizing scrutiny.

EXAMPLE OF WELFARE RECIPIENT

Now, this morning I received a call from a 38-year-old individual who has been a recipient of welfare. I had some difficulty in finding out how long he had been getting a check. He first said 1 or 2 years; then I said precisely how long? Well, he said almost a year. I had difficulty getting his street address. He called to criticize me, of course, for the impression which he had gotten somehow that I was out to cut the welfare checks. And I had some difficulty getting him to give me any information.

He indicated finally that he had been receiving a welfare check for almost a year and the check amounted to $83 a month. He said it was for himself, and he indicated that he had been trying to get a job. He was employable; that he had come from South Carolina, had been in the District a number of years; that he was paying $40.25 rent, that he had been going to the U.S. Employment Service trying to get a position. So he is employable.

He indicated that he could do clerical work, and so I checked with the Employment Service this morning and he has been going there at least once a week for the last year and he has been sent out on many interviews. But he has not been hired. His card reveals that he is 48 years of age instead of 38 as he told me over the telephone.

He does not make a good appearance. He formerly worked in Government work as a clerk-typist. He is qualified to do general office work and he is a good typist, according to the information that was given me by the Employment Service. He has stated that he does not want to do stockroom work due to heavy lifting, and he has been barred from Government work due to homosexual activities.

He has a very feminine appearance. This may be the reason he hasn't been hired by any of the persons interviewing him.

I of course am not going to give his name, because I don't propose to make one single individual suffer simply because he unwittingly told me that he was able to work. But I merely state this for the record so it might show that there are persons drawing welfare checks from month to month in the GPA category who are employable and who are trying to get work, and according to what you have said to the committee, Mr. Shea, I don't believe that individuals in circumstances of this kind should qualify. Am I correct?

PSYCHIATRIC CASE

Mr. BREWER. You are correct. That is a psychiatric case. Now, psychiatric conditions as well as purely medical are evaluated. He would not be, he should not be drawing assistance in terms of the circumstances you are describing.

Senator BYRD. Now, shouldn't the medical team have been able to ascertain the facts in the course of a little under a year, as the individual first indicated to me?

He indicated at first he had been drawing a check for a year or two, and then he finally said a little under a year. If it is difficult for a U.S. Senator to get information from persons who call to be critical of the Senator because he is trying to just ascertain the facts and hurt nobody who shouldn't be injured but certainly hurt those who are making an abuse of this thing, then how can a caseworker get the facts from him?

Mr. SHEA. I think——

Senator BYRD. How can the medical team get the facts?

Mr. SHEA. I bet, Senator, I could name that man and I could physically describe him to you because he has been in our office many times.

Senator BYRD. When we go into recess, I will ask you to name him for me.

If you have his name, you should have already looked into the case.

Mr. SHEA. We have.

Senator BYRD. And taken him off relief. If you don't have his name—off the record.

(Discussion off the record.)

Senator BYRD. Back on the record.

Senator Schoeppel?

Senator SCHOEPPEL. We are going to run a little after 12, are we?

Senator BYRD. We are going to 12 o'clock and then we will come back at 3 o'clock.

Senator SCHOEPPEL. Let me start here on a few questions I have.

Senator BYRD. Senator Schoeppel, let me say I am going to 12 o'clock. You may resume the questions as long as you wish and you can recess when you wish.

Senator SCHOEPPEL. Thank you. I will not be too long here.

PUBLIC ASSISTANCE FUNDS REQUESTED FOR 1962

Mr. Shea, the public assistance, of course, as has been pointed out here, is one of the major units in this category. The budget request for this year amounted to $8,842,000. Last year, or fiscal 1961, it amounted to $7,118,200. Hence a request for public assistance exceeds fiscal 1961 by $1,723,900; $1,605,000 being for financial aid and $118,900, or approximately, is for other services.

Now, previously during the hearings before this committee you said:

I think I should point out, however, there is no person on public assistance in the District of Columbia who is employable. And unlike many of the States, the District of Columbia does not find people eligible because they are unemployed.

You said in speaking of the second precinct alone:

There are approximately 9,000 what we call unemployable people, that is, including all categories as well as the dependents of the adults.

DETERMINATION OF UNEMPLOYABLE PERSON

Mr. Shea, I asked you the other day, if I remember, to place in the record the guidelines that you follow in determining when a person is unemployable. I take it that that is what you said a moment ago.

Mr. BREWER. That is right, Senator, and that is on the way. It is attached to the hearings.

(The information referred to appears on p. 374.)

Senator SCHOEPPEL. I see. All right. That is fine.

RECIPIENTS BY CATEGORIES IN SECOND PRECINCT

Now, will you also insert in the record the categories that these unemployables would fall into in the second district.

Mr. SHEA. The category of assistance in which these unemployable people are in the second precinct?

Senator SCHOEPPEL. Yes, sir; that is right.

EXPENDITURES FOR AID TO DISABLED

Now, then, can you tell us how many people and how much did you spend last year for aid to the disabled?

Mr. BREWER. For aid to the disabled, total expenditures—now, this includes both local and Federal reimbursements I am giving you now—is $2,440,755. I can break that into Federal and local funds.

Senator SCHOEPPEL. Yes. Now, give me the local.

Mr. BREWER. Of that amount, $1,056,773 was local.

Senator SCHOEPPEL. And the rest Federal.

Mr. BREWER. And the Federal—I can give you that figure—was $1,383,982.

Senator SCHOEPPEL. Now, how many people were involved there; could you tell us?

Mr. SHEA. Yes, sir; 3,942 persons were on aid to the disabled at the end of the fiscal year. This is the average monthly number of persons on this one category. The average monthly number of cases was 2,779.

Senator SCHOEPPEL. Thank you, Mr. Shea.

Now, do you have a set of instructions or regulations or guidelines which are given to your workers to guide them in making a determination?

Mr. SHEA. Yes, sir.

Senator SCHOEPPEL. Do you have them prepared?

Mr. SHEA. Yes, sir.

Senator SCHOEPPEL. Could you place them in the record, please?

Mr. SHEA. Yes.

Senator BYRD. Senator Schoeppel, will you yield just a moment?

Senator SCHOEPPEL. Yes.

Senator BYRD. Permit me to say that I have to go because of an appointment with the Area Redevelopment Administration, or I would continue. But I think that the distinguished Senator should continue his line of questioning if he desires to do so and if he will just recess whenever he gets through until 3 o'clock.

Senator SCHOEPPEL. In this room.

Senator BYRD. Yes. I think we should let the press know that we will be back at 3 and that we do not expect to complete the hearings today. I think we ought to go over until Monday and have an opportunity to look over the testimony that has been given during this week so that we might be able to consolidate our thinking with reference not only to this Department but to others, but to this one particularly, and might I suggest again, Mr. Shea, that you recapitulate at this point the three proposals, the amounts to be cut under the House and where, and the amounts that are to be cut from the restoration requests, and then let me finally close by saying I would suggest that you do go back and resurvey the program as it would remain, the requests as they would remain after imposing the cuts which you have recommended today. See if there are other items that can be withdrawn. See if there are some other items that are not necessary now. So would you mind recapitulating now.

RECAPITULATION OF POSSIBLE REDUCTIONS

Mr. SHEA. No, sir. The suggested possible cuts, the $90,000 which would be as a result of the 1961 amendments to the Social Security Act providing higher matching formulas in certain categories consisted—this cut would be under that which the House has allowed in the grant.

The second cut, suggested possible cut, would be the not requesting of the restoration of three of the four items in the restoration cut; namely, the portion of the wealthier package for the second precinct, the training program for the older, delinquent, and retarded children at the Children's Center, and the medical-nursing coverage for Junior Village. This would be a cut from the restoration requests, not from anything that the House had allowed.

The third suggested possible cut would be a revised budget standard affecting large families, and this savings would be effected if we reduce the food allowance required proportionately for all members of the family over four, and this would be done on the basis of $2 per person, and this would amount to approximately $134,178 annually, which again would be a cut under that which the House had allowed for public assistance.

Senator BYRD. These would appear to be wise cuts. I think you have done a good job. I suggest that you look at it further, and we will continue to work with you in looking at it further.

I think I should state for the record that Mr. Tobriner is going to—off the record.

(Discussion off the record.)

DISABLED PERSONS UNDER 55

Senator SCHOEPPEL. Going back to this instant situation, how many persons under the age of 55 did you carry on your rolls on June 30, 1961, as disabled? Can you give us—if you don't have that right now——

Mr. SHEA. We will supply that for the record.

(The information referred to follows:)

As of June 30, 1961, there were 1,417, under the age of 55, receiving aid to the disabled.

Senator SCHOEPPEL. One thousand nine hundred and fifty-five. Then I would like to ask you, Are the recipients' names a matter of public record?

Mr. SHEA. No, sir; not in the District of Columbia.

Senator SCHOEPPEL. In the District of Columbia that is not mandatory?

Mr. SHEA. That is correct.

Senator SCHOEPPEL. What is the maximum payment you made? Can you furnish that for us?

Mr. BREWER. That is on the way to you, sir. That is in connection with the transcript.

Senator SCHOEPPEL. Then what is the average payment? I suppose you have——

AVERAGE WELFARE PAYMENT

Mr. BREWER. We have the average payment in each category.

Senator SCHOEPPEL. What is the average payment by categories?

Mr. SHEA. By categories, Senator?

Senator SCHOEPPEL. Yes.

Mr. SHEA. The average payment on old-age assistance per case is $59.49; per person it is $57.13. The average grant per case on aid to dependent children is $151.07. The average grant per person on aid to dependent children is $32.95. The average grant amount per case on aid to the blind is $68.29. The average grant on aid to the blind per person is $64.58. The average grant per case on aid to the disabled is $73.19. The average grant per person on aid to the disabled is $69.13. The average grant per case on general public assistance is $74.47. The average grant per person on general public assistance is $68.05.

AID TO DEPENDENT CHILDREN

Senator SCHOEPPEL. Thank you very much.

Now, on page 510 of the hearings, Mr. Shea, you gave the committee the following breakdown of your aid-to-dependent-children's programs. As of May 1961 there were 5,432 cases representing, I believe, 24,963 different people.

Mr. SHEA. Yes, sir.

Senator SCHOEPPEL. By that do you mean each case covered approximately 4.5 people, say, a mother and three children? Is that——

Mr. SHEA. That is the average.

Senator SCHOEPPEL. You listed, I believe, 266 cases receiving $5 to $49.

Mr. SHEA. Yes.

Senator SCHOEPPEL. Now, under what circumstances would you grant only $5?

Mr. SHEA. Generally speaking, the person would be receiving some other type of regular income, for example, old-age and survivors insurance, railroad retirement, possibly civil service retirement.

Senator SCHOEPPEL. This would be supplement.

Mr. SHEA. This would be a supplement to their regular check from other sources which together would bring it up to meeting the basic needs of that single person's case.

Senator SCHOEPPEL. Do you have what was the average of that group? I mean $5 to $49? What was the average of that category? Can you supply that for the record, because that record is one that is going to be checked and gone into.

Mr. SHEA. Yes.

(The following information was subsequently supplied:)

The average of ADC payments between $5–$49 was $34.38.

Senator SCHOEPPEL. Now, there were 846 cases of $50 to $99. Now, under what circumstances would you pay $50 and under what circumstances would you pay $99?

Mr. SHEA. It would be virtually similar circumstances to what I just described.

Senator SCHOEPPEL. I see.

Mr. SHEA. Maybe a man-and-wife situation, let us say, on old-age assistance or aid to the blind, and he would have had a regular source of income from some other source, but their basic needs still required X number of dollars to meet their minimum requirements as a man-and-wife grant. So that the person might, let us say, for example, be receiving $65 from old-age and survivors insurance, and the difference between that $65 and the minimum basic needs would be provided for by the agency under supplemental grants.

TYPICAL CASES

We have a few cases here, if you would like to have us supplement the record, which illustrate the method by which the budget is made up.

Senator SCHOEPPEL. That would be helpful.

Mr. BREWER. May we block out the names?

Senator SCHOEPPEL. Yes. Block out the names.

And then, of course, you can furnish the average of that group from, say, $50 to $99. What was the average for this group? You can supply that.

Mr. SHEA. Yes.

Senator SCHOEPPEL. Now, 1,913 cases were between $100 and $149. Can you furnish us, for the record, the average for that?

Mr. BREWER. All of those categories?

Senator SCHOEPPEL. All of those categories.

Now, I note there were 1,480 cases receiving $150 to $199. Now, here is the important thing here. I would like to have some explanation, whether you can give it now or furnish it for the record, the 545 cases between $200 and $249; and 89 cases between $300 and $349; 16 cases between $350 and $399.

Now, one case I think the record shows was $400 to $449, and in two cases between $450 and $499.

GUIDELINE FOR PAYMENTS

Now, I am sure that you must have some rule of thumb or guideline which has finally evolved whereby you determine how much should be paid.

Mr. SHEA. Yes, sir. There is a budget guide provided around the budget standards and the budget guide, each individual case is computed and we have this here for the record if you would like it, Senator, the method by which it is done.

Senator SCHOEPPEL. I don't think it will be too voluminous, so we ought to have that in the record. In other words, I would say, I was wondering—just say figuratively speaking that it was $75 for an adult and first child, $25 for the second child, and how much for each additional child. That shows that, doesn't it?

Mr. SHEA. Yes, sir.

(The information referred to follows:)

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Department of Public Welfare
Public Assistance Division

PAYMENT AUTHORIZATION

30. Trans. From: Cat. & Case No.

31. Cross Ref: Cat. & Case No.

32. Effective Period:	Previous	PIT	New
From	1-1-61		9-1-61
To	8-31-61		3-31-62
33. BPR Eating In	X		176.00
33. BPR Eating Out			
34. Room and Board			
35. Nursing Care			
36. Shelter			60
37. Total Basic Needs			236.00
38. % Reduction			
39. Total Resources			
40. Budget Deficit			236.00
41. Adjustment			
42. Contingent Items (Identify)			
43. Local Funds Only ☐	-		
44. TOTAL PAYMENT	236.00		236.00

9. Birthdate Oldest Child: 3-9-46

10. Caretaker Relative:

11. No. in Assistance Unit: 6

12. No. of Children: 4

ACTION AFFECTING PAYMENT
(Use (X) to indicate action(s) authorized)

	13. New or Reopened (1)		21. Change of Address
	14. Change of Amt. (3)		22. Suspend
X	15. Redraw (4)		23. Terminate
	16. Reinstatement (5)		24. Hold
	17. Supplemental (6)		25. Release
	18. Give Check		26. Remail
	19. Change of Code		27. Cancel
	20. Change of Payee		28. No Change of Payment
			29. Special Instructions

45. Special Instructions or Explanation of Proration:

46. Social Worker: Jean R. Miller Date: 8-14-61

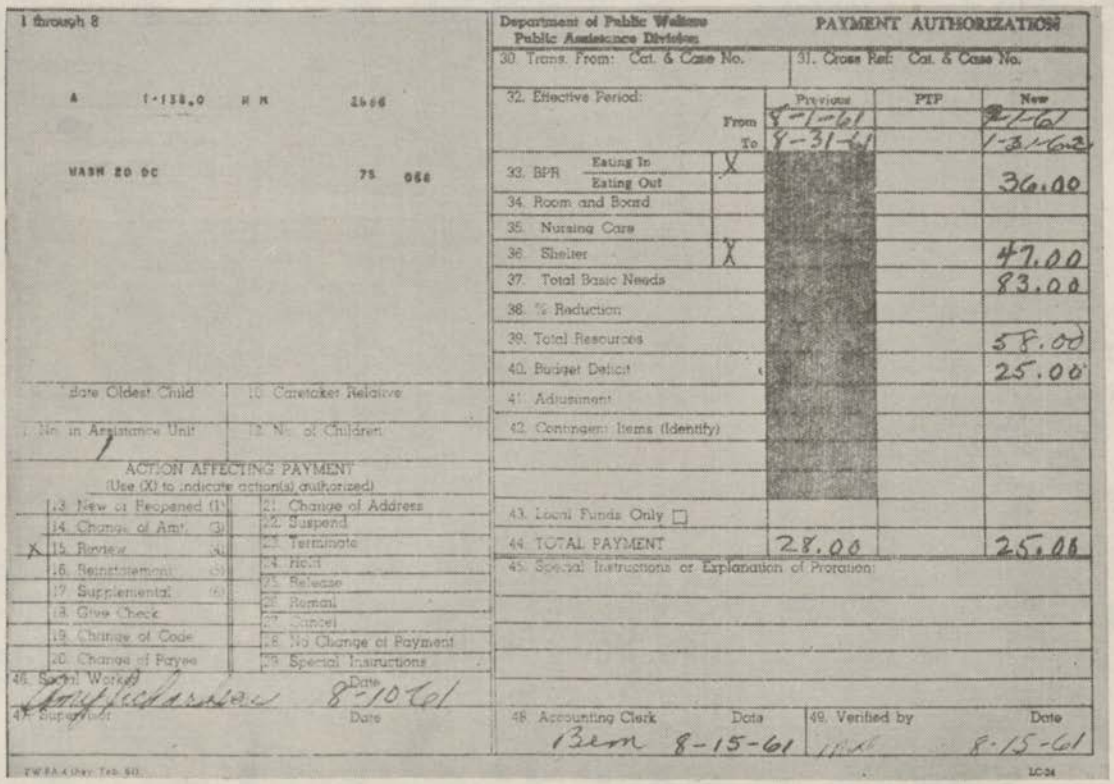
47. Supervisor Date

48. Accounting Clerk: Bem Date: 8-15-61

49. Verified by: M.G. Date: 8-15-61

PW-PA-4 (Rev. Feb. 61)

LC 24



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Department of Public Welfare
Public Assistance Division

PAYMENT AUTHORIZATION

30. Trans. From: Cat. & Case No.

31. Cross Ref: Cat. & Case No.

		Previous	PTP	New
32. Effective Period: From		8-1-61		9-1-61
To		8-31-61		1-31-62
33. BPR Eating In	X			
Eating Out				36.00
34. Room and Board				
35. Nursing Care				
36. Shelter	X			47.00
37. Total Basic Needs				83.00
38. % Reduction				
39. Total Resources				58.00
40. Budget Deficit				25.00
41. Adjustment				
42. Contingent Items (Identify)				
43. Local Funds Only ☐				
44. TOTAL PAYMENT		28.00		25.00

45. Special Instructions or Explanation of Proration:

9. Date Oldest Child

10. Caretaker Relative

11. No. in Assistance Unit 1

12. No. of Children

ACTION AFFECTING PAYMENT
(Use (X) to indicate action(s) authorized)

	13. New or Reopened (1)		21. Change of Address
	14. Change of Amt. (3)		22. Suspend
X	15. Renew (4)		23. Terminate
	16. Reinstatement (5)		24. Hold
	17. Supplemental (6)		25. Release
	18. Give Check		26. Remail
	19. Change of Code		27. Cancel
	20. Change of Payee		28. No Change of Payment
			29. Special Instructions

46. Social Worker — Date 8-10-61

47. Supervisor — Date

48. Accounting Clerk — Date 8-15-61

49. Verified by — Date 8-15-61

PW-PA-4 (Rev. Feb. 60)

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866 TRAILER PLATE

Department of Public Welfare
Public Assistance Division

PAYMENT AUTHORIZATION

30. Trans. From: Cat. & Case No.

31. Cross Ref: Cat. & Case No.

32. Effective Period:		Previous	PTF	New
	From	10-1-60		9-1-61
	To	8-31-61		8-31-62
33. BPR	Eating In	V		
	Eating Out			215.00
34. Room and Board				
35. Nursing Care				
36. Shelter		V		70.00
37. Total Basic Needs				285.00
38. % Reduction				
39. Total Resources				43.33
40. Budget Deficit				241.67
41. Adjustment				
42. Contingent Items (Identify)				
43. Local Funds Only ☐				
44. TOTAL PAYMENT		223.00		242.00

45. Special Instructions or Explanation of Proration:

9. Birthdate Oldest Child: 1-19-47

10. Caretaker Relative: ✓

11. No. in Assistance Unit: 5

12. No. of Children: 4

ACTION AFFECTING PAYMENT
(Use (X) to indicate action(s) authorized)

	13. New or Reopened (1)		21. Change of Address
	14. Change of Amt. (3)		22. Suspend
X	15. Review (4)		23. Terminate
	16. Reinstatement (5)		24. Hold
	17. Supplemental (6)		25. Release
	18. Give Check		26. Remail
	19. Change of Code		27. Cancel
	20. Change of Payee		28. No Change of Payment
			29. Special Instructions

46. Social Worker: Ina E. Lake Date: 8/9/61

47. Supervisor Date

48. Accounting Clerk: Bem Date: 8-15-61

49. Verified by: M.A. Date: 8-15-61

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AVERAGE FAMILY SIZE

Mr. BREWER. For these categories we will submit for the record the average size family in each of those categories because it is primarily based on the number of people in the family, and I have that breakdown which we can submit in the record for each category.

Senator SCHOEPPEL. That will be fine.

(The information referred to follows:)

Person Eating at Home

Basic Personal Requirements
Per Person
by
Family Size

	1	2	3	4 & Over
Adult				
Totals	36	33	29	27
Food	25	22	20	18
Clothing	8	8	7	7
Personal and Household Requirements	3	3	2	2
Child—13-17				
Totals		38	35	32
Food		27	25	23
Clothing		9	8	7
Personal and Household Requirements		2	2	2
Child—6-12				
Totals		31	29	26
Food		22	20	18
Clothing		7	7	6
Personal and Household Requirements		2	2	2
Child Under 6				
Totals		24	22	20
Food		17	16	14
Clothing		5	4	4
Personal and Household Requirements		2	2	2

Additional allowance for **pregnant woman:**

Total	$9.00
Food	6.00
Clothing	3.00

When the caretaker relative in ADC cases is not to be included in the assistance payment the allowance for the children is arrived at from the Family Size based on the caretaker relative and the number of children for whom financial aid is requested.

(For example, a grandmother asks for aid for two grandchildren, aged 6 and 10, but not for herself. Including the grandmother the family size is three. The children are both within the age range from 6 through 12, therefore, the BPR allowance is $29 for each child.)

Persons Eating Out

	Food	Clothing	Personal & Household Requirements	Total
Adult	$ 50	$ 8	$ 2	$ 60
Pregnant Woman	68	11	2	81
Child Under 6	34	5	2	41

Children age 6 and over shall be considered adults for allowance purposes.

The allowance for personal and household requirements shall not be affected unless all meals are eaten out.

An allowance for more than two persons eating out shall be made only in exceptional instances, for a temporary period which should not extend beyond three months.

Standard Shelter Costs are budgeted as actually paid, but not in excess of the maximum stated below:

Number of Persons In Assistance Unit	Rent	Heating Fuel	Utilities	Refrig.	Total
One person cooking own meals	$ 36	$ 6	$ 3	$ 2	$ 47
One person eating all meals out	30	5	1	—	36
Two persons	42	6	4	2	54
Three persons	46	7	6	2	61
Four persons	46	7	6	2	61
Five persons	48	8	6	2	64
Six persons	48	8	6	2	64
Seven persons	51	9	6	2	68
Eight persons	51	9	8	2	70
Nine persons	55	11	8	2	76
Ten persons	55	11	8	2	76

The verified cost of rent shall be allowed as paid by the individual or family when it does not exceed the maximum figure set forth above. This maximum figure applies to the cost of shelter for a period of one month, and does not place a limitation on the number of living quarters occupied during one month.

Cost of Utilities, Heat and Refrigeration

When the cost of utilities and/or refrigeration and/or heat are included in the rental charge, the amount allowed for shelter may equal, if necessary, the combined total of the maximum figures for rent and/or utilities and/or refrigeration and/or heating fuel. (The word "utilities" applies to either cooking or lighting or both).

When the cost of utilities and/or refrigeration and/or heat are not included in the rental charge the allowance for these items shall be the amount established by the Department.

Bottled Gas

Recipients using "bottled gas" for cooking purposes shall be given a utility allowance of $6, regardless of the number of persons in the household.

Water Rent

An allowance for water rent shall be made only under the following conditions:

1. When recipient of OA or AB owns and occupies a house on which a "Public Notice of Indebtedness" has been filed, an allowance for water rent may be included as a contingent item. See 342.700.

2. When the recipient occupies a house he owns or is buying, an allowance for water rent, on recommendation of RID, may be included as a shelter item, provided the total amount does not exceed the Budget Standard allowance for the assistance group.

3. When it has been verified that the rental contract or agreement specifies that the tenant shall pay the cost of water used, either the total amount, or in the amount which exceeds the base rate, the verified average monthly charge may be included in the shelter cost, up to the Budget Standard maximum for the assistance group.

Total Amount of Allowances in Room and Board Situations

One Adult	
Total	$ 78
Room and Board	67
Clothing	8
Personals	3
Two Adults	
Total	$138
Room and Board	116
Clothing	16
Personals	6
Three Adults	
Total	$175
Room and Board	148
Clothing	21
Personals	6
One Adult and one child under 6	
Total	$127
Room and Board	109
Clothing	13
Personals	5
One adult and two children under 6	
Total	$157
Room and Board	136
Clothing	15
Personals	6
Pregnant woman alone	
Total	$102
Room and Board	88
Clothing	11
Personals	3

Children age 6 and over shall be considered adults for allowance purposes. An allowance for room and board for more than two persons shall be made only in exceptional instances, for a temporary period which should not extend beyond three months.

Convalescent or Nursing Care

On the basis of a certification by a physician (See 333.200) the following amounts for convalescent or nursing care may be authorized in the amount paid, up to but not in excess of the following maximum:

	Per Month
Room, Board and Care	$ 100
Clothing	7
Personal and Household Requirements	3
	$ 110

Responsible Relative's Income Scale

The unexpected contribution of legally responsible relatives in cases of Old Age Assistance and Aid to the Blind shall be computed in accordance with the following scales:

A.

Number of Persons Dependent Upon Income Including Wage Earner	Net Annual Income Scale
1	$2,200
2	2,800
3	3,400
4	4,000
5	4,600
6	5,200
7	5,800
8	6,400
For each additional dependent	600

B. When the expenses of a responsible relative are provided for by spouse, parent or others and the responsible relative has earnings or other income of her own, the expected contribution of the legally responsible relative shall be computed in accordance with the following scale:

Number of Persons Dependent Upon Income Including Wage Earner	Net Annual Income Scale
1	$1,000
2	1,250
For each additional dependent	250

Basis of Computation of Expected Contribution

a. Computation shall be to the nearest dollar.

b. Net income for this purpose shall be considered total income minus taxes, social security, retirement and insurance deducted by the employer.

c. A spouse, father or child shall be deemed able to contribute 50% of his income in excess of the net annual income specified in the scale.

d. A grandchild shall be deemed able to contribute 25% of his income in excess of the net annual income specified in the scale.

e. **Minimum Contribution**—No contribution toward the support of an Old Age Assistance or Aid to the Blind applicant or recipient is required if the amount is less than $5 per month. Actual contributions of any amount per month shall be counted as a resource.

Extraordinary Expenses

The dollar amount of the following extraordinary expenses shall be added to the base figure in the scale and allowed as a prior claim upon the responsible relatives' annual income.

a. Medical and dental expenses in excess of 3% of annual income.

b. Debts remaining after long unemployment or illness.

c. Cost of establishment of home after fire or forced moving.

d. Educational expenses beyond secondary school.

e. Other unusual expenses approved in writing by the Chief of the Public Assistance Division.

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SOCIAL INFORMATION REPORT OUTLINE

Family Composition by Name and Ages (Include all persons in the household, whether or not in the assistance unit, indicating those who give physical care or services to the individual, or for whom he has similar responsibilities.)

Description of Individual (How does he look, how does he act, effect of his disability and his reaction to it.)

Inter-personal Relationships Within Family (How other family members accept or are affected by individual's disability; is one person overly dominant or dependent; effect on individual.)

Responsibilities Carried in Household (Actual duties performed such as marketing, preparing meals, laundry, etc. **Specific details** needed when individual is the homemaker).

Living Arrangements (Floor individual occupies, whether all household activities are on one floor, number of rooms, fuel sources, toilet facilities, labor saving devices if any, arrangements for eating, etc.)

Medical History (Give history of illness and dates of treatment and present physical complaints as reported by the client. Include examinations for Workmen's Compensation, Disability Benefits, VA Benefits, CS Disability Retirement, DVR, etc., whether the examination and/or treatment was provided by private physician, clinic or hospital. List medication and whether still taken.)

Education (Include schooling and literacy, wherever acquired, i.e., formal schooling, on the job or special training, self taught; skills, abilities, hobbies.)

Work History (Type and nature of work. Describe actual duties and responsibilities, length of time employed in each occupation, covering the individual's entire work life. Include date of last employment and past management up to time assistance was approved.)

Rehabilitation Services Received (Show whether individual is or has been known to such agencies as the Department of Vocational Rehabilitation, sheltered workshop, etc., dates of contacts and summary of services received.)

Personal Services Required (Be **specific.** Include by whom provided)

Observations and Comments by Worker

Effective Date of Initial Assistance Payment (If reopened case, give effective date in relation to last application)

Date of Last Review by Team

CASES INVOLVING PAYMENT OF $450 TO $499

Senator SCHOEPPEL. Will you submit for the record the factors and conditions that existed whereby you paid one person $450 to $499 if it wasn't based on a per-child basis.

Mr. SHEA. Based on a per-child basis. That family, as I recall it, is a mother and father and I believe there are 11 children in the family.

Senator SCHOEPPEL. Now, you stated to us earlier that the monthly assistance grant for aid to dependent children is $150.98 a month. That would represent three children. On page 57 of the House hearings you presented a chart with this heading, "Family of Mother, Age 35, Boy 14, Girl 9, $154."

Now, is it a mother and two children or a mother and three children there?

Mr. SHEA. Mother and three children.

Senator SCHOEPPEL. Does a mother receive a check of public assistance in some form and an additional check for dependent children?

Mr. SHEA. No, sir. One check.

Senator SCHOEPPEL. All one check.

Mr. SHEA. Delivered on the first day of the month.

PAYMENT CEILING

Senator SCHOEPPEL. I think you testified prior to 1955 there was a ceiling of $200 a month regardless of the size of the family, and the ceiling was removed.

Mr. SHEA. Yes.

INCREASE IN CASE OF AID FOR DEPENDENT CHILDREN

Senator SCHOEPPEL. You testified to that. I want to call the committee's attention here to the fact in 1958, as I checked the record, there were 2,834 cases receiving aid for dependent children. In 1959 this jumped to 3,539. In 1960, 4,168. And in 1961, to around 5,031.

I would like to have inserted in the record at this point table 2.

(The information referred to follows:)

AID TO DEPENDENT CHILDREN USUAL MAXIMUM ON MONEY PAYMENTS AND EXCEPTIONS TO SUCH MAXIMUMS, STATES HAVING MAXIMUMS, SEPTEMBER 1960

This table is taken from a publication issued March 1961 by the Department or Health, Education, and Welfare, entitled "State Maximums and Other Methods of Limiting Money Payments."

Now this chart shows that there are 20 States which have established a maximum family grant regardless of size. They are:

1. Alabama	$124	11. Oklahoma	$230
2. Arizona	220	12. New Mexico	190
3. Arkansas	105	13. South Carolina	99
4. Delaware	150	14. Tennessee	100
5. Florida	81	15. Texas	99
6. Georgia	134	16. Virginia	165
7. Louisiana	155	17. Washington	275
8. Maine	225	18. West Virginia	165
9. Maryland	210	19. Wyoming	195
10. Missouri	90	20. Mississippi	90

In addition there were eight States which did not establish a family maximum but did place a maximum payment for each child. These States are as follows: California: 1st, $145; 2d, $23; 3d, $47; 4th, $41; 5th, $35; 6th, $29; 7th, $23; 8th, $17; 9th, $11; 10th, $5; 11th, $5; 12th, $5; 13th, $5.

Nebraska: First, $100; second, $15; third, $15; fourth, $15; fifth, $10; sixth, $10, etc.
Alabama: First, $80; $30 each additional child.
Indiana: First, $32; $23 each additional child.
Michigan: First, $110; $15 each additional child.
Missouri: First, $32; $23 each additional child.
Nevada: First, $31; $22 each additional child.
Utah: $79 for the first child up to $290 for 12 dependents.
Now if you apply the above rates to a family of 12 dependent children, District of Columbia paid $454; California would pay $386; Indiana, $384; Michigan, $275; Missouri, $285; Nebraska, $225; Nevada, $273; Utah, $290; and Alaska, $410.

AID-TO-DEPENDENT-CHILDREN PAYMENTS

Senator SCHOEPPEL. Now, this table is taken from a publication issued in March of this year by the Department of Health, Education, and Welfare, entitled "State Maximums and Other Methods of Limiting Money Payments." This chart shows that there were 20 States which have established a maximum family grant regardless of size.

Now, I am going to put it in the record, but just to hit a few of them, there are 20 of them, running from Alabama to Mississippi, to give you some idea—Alabama, $124; Arizona, $220; Arkansas, $105; Delaware, $150; Maine, $225; Maryland, $210; Oklahoma, $230; New Mexico—that gives you a kind of general line. I will insert this into the record here for the reporter.

In addition there were eight States which did not establish a family maximum, but did place a maximum payment for each child. These States are as follows:

California, $145 for the first; for the second, $23; for the third, $47; for the fourth—and I will put this in the record—and this covers Nebraska, California, Alabama, Indiana, Michigan, Missouri, Nevada, and Utah.

Now, if you apply the above rates to a family of 12 dependent children, again referring back to this schedule of payments in the categories I have named, the District of Columbia paid $454; California would pay $386; Indiana, $384; Michigan, $275; Missouri, $285; Nebraska, $225; Nevada, $273; Utah, $290; Alaska, $410.

Now, in view of the fact that those States have a maximum family payment, from $90 to a high of $275—Mr. Shea, now would you place in the record what the cost in fiscal 1961 would have been if we had established a maximum family payment of, say, $250? What would it have been if we had placed a maximum at $275?

Now, I know I am asking you for this, but could you furnish us——

Mr. SHEA. Yes, sir. We have made some estimates on that, sir.

(The information referred to follows:)

EFFECTS OF MAXIMUMS OF $250 AND $275 ON NEED FOR PUBLIC ASSISTANCE FUNDS FROM LOCAL SOURCES

The expenditures for aid to dependent children in fiscal 1961 for grants would have been reduced by an estimated $194,100 if a maximum family payment of $250 had been in effect. Of this $76,056 would have been from local funds and $108,044 from Federal funds.

If a maximum family payment of $275 had been in effect, the expenditures would have been reduced by an estimated $80,400. Of this $31,504 would have been local funds and $48,896 Federal funds.

COSTS UNDER MAXIMUM LIMITATION OF $275

Senator SCHOEPPEL. Now, would you please place in the record what the costs would have been in 1961 if we had allowed $75 for the first child, $25 for each additional child up to the maximum family payment of $275. I will leave this sheet with you. And what would it have been if we allowed $75 for the first child, $25 for the second child, $25 for the third child, and $20 for each additional child.

(The information referred to follows:)

COMPARISON OF MAXIMUM GRANTS APPLYING CURRENT DEPARTMENT OF PUBLIC WELFARE STANDARDS AND TWO PROPOSED STANDARDS

The maximum allowable grants for a mother with 1 to 11 children under the standard of assistance now applicable in the District of Columbia, under a standard with a maximum of $75 for the first child and mother, $25 for each additional child up to a maximum family payment of $275, and under a standard with a maximum of $75 for the first child and mother, $25 for the second and third child, and $20 for each additional child are provided below.

Composition of family (including ages of children)	Maximum grant under—		
	Current standards	Proposed standards (1)	Proposed standards (2)
Adult with:			
1 child—under 8	$53	$75	$75
2 children—4 and 8	73	100	100
3 children—6, 8, and 14	111	125	125
4 children—4, 6, 8, and 14	131	150	145
5 children—2, 4, 6, 8, and 14	151	175	165
6 children—2, 4, 6, 8, 14, and 16	183	200	185
7 children—1, 2, 4, 6, 8, 14, and 16	203	225	205
8 children—1, 2, 4, 6, 8, 10, 14, and 16	229	250	225
9 children—1, 2, 4, 6, 8, 10, 12, 14, and 16	255	275	245
10 children—1, 2, 3, 4, 6, 8, 10, 12, 14, and 16	275	275	265
11 children—1, 2, 3, 4, 6, 7, 8, 10, 12, 14, and 16	301	275	285

A comparison of the maximums allowable under each standard reveals that the maximum is lower under the standard presently applied by the Department of Public Welfare for families with seven or fewer children than under the two other standards. Proposed standard (1) provides higher maximums than the Department's current standards for families of 8, and 9 children; the same maximums for families with 10 children, and significantly lower grants for families with 11 children. Proposed standard (2) provides lower maximums than the Department's current standards for families with 8 or 9 children; the difference is small for families with 10 and 11 children.

The above data indicate that the proposed standards would not have decreased the amount of funds needed for public assistance in fiscal 1961.

GENERAL PUBLIC ASSISTANCE

Senator SCHOEPPEL. Now, with respect to the General Assistance, the average grant in March 1961, for General Assistance—for General Public Assistance—was $74.54 in the District. The average for Arlington, Fairfax, Prince Georges and Montgomery Counties was $62.65, a difference of approximately $12.

Now, if we reduce the District ratio by 12, and I am not saying we should or not, but using this as a hypothetical proposition, what would the cost have been in fiscal 1961 and how many cases did you have in fiscal 1961 of aid to illegitimate children? I don't know whether you broke them down into those categories or not, but I assume you possibly did.

(The information referred to follows:)

EFFECT OF LOWER AVERAGE GRANTS PER CASE IN GENERAL PUBLIC ASSISTANCE

If the average monthly assistance grant per case in General Public Assistance would have been $12 less than the $74.47 actually made, the need for funds for General Public Assistance in fiscal year 1961 could have been reduced by $212,753.

CASES OF AID TO DEPENDENT FAMILIES WITH ILLEGITIMATE CHILDREN

It is estimated that among the 5,431 cases receiving aid to dependent children in May 1961 there were 1,059 families with one illegitimate child; 777 families with two illegitimate children, and 1,130 families with three or more illegitimate children.

PLACING ILLEGITIMATE CHILDREN IN INSTITUTIONS

Senator SCHOEPPEL. Now, do you think that for the welfare of the child where the mother has given birth to two, three or four illegitimate children, it would be to the best interests of the child to place them in an institution?

Now, I don't know whether you want to answer that or not, but I know that this question has been asked of you.

Mr. SHEA. I think there are two answers to that, Senator. If you should take away from the mother the illegitimate children or any one of the three or four she might have, if you were to take them all away, this would free the mother to be completely free if she were so inclined to continue having illegitimate children.

Senator SCHOEPPEL. I want to make the record crystal clear on this. I am thinking now in terms of what can happen to that child.

Mr. SHEA. Yes. Well, this would——

Senator SCHOEPPEL. Not that I want to be harsh or cruel or anything of the kind, but that question has been asked and for the welfare of that child, its opportunity to develop into a good, normal American citizen, in whatever community he is in, that is the basis of that.

Mr. SHEA. Yes. I think even though we recognize that many of the homes in which these children are, the illegitimate children are, it is still their home and if we were able to provide adequate service and to encourage the other governmental agencies to provide adequate service, there is still a reasonable chance, even though the child was illegitimate, to be brought up at least on an average basis, even though the mother has unfortunately had this illegitimate child. I think we have to recognize that an institution, no matter how good it is, is still an institution and there is a great deal of regimentation and there is very little opportunity for individualization. It is also the fact that when the child is removed from the home, the mother may be inclined to forget about the child and the child could well become a public responsibility for a long period of time in a group setting which does not attempt, which just cannot possibly meet its individual needs.

Now, looking at it from an economics standpoint, the average amount of money expended for the maintenance of an individual child in his home on ADC grants is approximately $33 a month. If this same child were to be removed and placed in what we would refer to as Junior Village, it would take $178 a month per child.

Senator SCHOEPPEL. Yes, but Mr. Shea, now listen. If we look at the dollars and cents, we have got something. This is one criterion. But I am thinking in terms—I am not thinking in terms of maybe one illegitimate child, maybe two, but three, four, five and six. That is the thing I am wondering about. Do you think that they should be in a home or we should go to the public expense of providing some type of a home surrounding and face the facts from the standpoint of what is going to be best for that type of a child?

Mr. SHEA. I think, sir, in that particular instance, using that case as an illustration, we would have grave doubts as to whether that was an adequate home, and not only public assistance may get involved in the situation, which they would be through the ADC grant, but we would also attempt to get the Child Welfare Division of the Department in there. It is conceivable the Department, because of the deplorable situation which they might well find, that the Department's Child Welfare staff would actually remove these children from the home situation, put them into situations, either foster homes or an institution, even though we recognize it is more expensive. We would not allow situations of this nature to just compound themselves and become even more intolerable. We would, in individual cases, move in and do something about it because we are concerned about not perpetuating this problem. We are also basically very much concerned about seeing to it that the child receives the best possible care even if it is more expensive.

MUNICIPAL LODGING HOUSE—TEMPORARY SOLDIERS HOME

Senator SCHOEPPEL. Well, it is about 12:30. Just one other thing before we close here. This municipal lodging house and temporary home for soldiers, how much did you request in your budget for these two facilities?

Mr. SHEA. There was $32,000—I am sorry—$32,605 for the municipal lodging house, and I believe it is $42,774 for the temporary home.

Senator SCHOEPPEL. How much did the House actually allow you?

Mr. SHEA. They allowed——

Senator SCHOEPPEL. You say they allowed you the amount you requested.

Mr. SHEA. Yes.

TASK FORCE REPORT

Senator SCHOEPPEL. You have had a task force report on this, have you not?

Mr. SHEA. Yes, sir.

Senator SCHOEPPEL. Is that a very lengthy report?

Mr. SHEA. No, sir. About five or six——

Senator SCHOEPPEL. Could that be inserted in the record? I think that would be helpful to round this record out.

(The information referred to follows:)

MAY 15, 1961.

MEMORANDUM TO THE BOARD OF COMMISSIONERS, DISTRICT OF COLUMBIA

Through: Department of General Administration.
Subject: Report of Task Force for the Department of Public Welfare.

The Task Force for the Department of Public Welfare was appointed by the President of the Board of Commissioners of the District of Columbia on April 5, 1961, and consists of the following:

David L. Kreeger, Chairman (chairman of executive committee, Government Employees Insurance Co.).
Gerard M. Shea, Director of Public Welfare, District of Columbia.
E. C. Hollingsworth, Supervisory Budget Analyst.
Lawrence E. Duvall, administrative assistant to Commissioner Robert E. McLaughlin.

The Task Force for the Department of Public Welfare met on seven occasions. Two of the meetings involved institutional inspections, namely, District of Columbia intown facilities and the Children's Center. Two meetings each were held with the Division Chiefs of Public Assistance and Child Welfare. Subsequent to the facility inspections and appropriate conferences, the task force met in executive sessions to discuss and review the data.

The task force sessions centered around three areas of concern:

(1) Immediate steps which can be taken to effect economies.

(2) Surveys and studies to be made in order to effectuate additional economies and better utilization of the resources now available to the Department.

(3) Development and initiation of programs for preventive solutions on a long-range, systematic basis, with possible ultimate economies of considerable magnitude.

The recommendations of the task force submitted herewith are as follows:

I. IMMEDIATE STEPS WHICH CAN BE TAKEN TO EFFECT ECONOMIES

Actions should be taken as soon as possible in the following areas with resulting annual savings of approximately $110,000:

1. Temporary Home for Soldiers and Sailors

This facility is owned by the Navy Department and affords accommodations for 75 veterans, who for the most part are transients or temporarily visiting Washington in connection with a pension problem or other matters relating to veterans' benefits. The average stay is 10 days, at an average cost of $2.74 per person per day. The annual budget is $40,037.

The functions performed by this facility are more properly related to veterans' affairs and hence should be operated as a Federal institution. Consequently, it is recommended that the administration of the Temporary Home for Soldiers and Sailors be transferred to the appropriate Federal agency and that its operation be discontinued on June 30, 1961.

This facility does not serve District residents. The needs of those in the facility can be provided for adequately by programs in the areas from whence the veterans come, and if they are in this area, other existing facilities can care for them either under public or private auspices. This step would result in an immediate savings of $40,000.

2. Municipal Lodging House

The Municipal Lodging House provides lodging and board facilities for 50 resident or transient (and unemployed) men, with an annual budget of $29,900. These facilities could be provided on a contractual basis by private organizations such as the missions, institutions maintained by church groups, the Salvation Army, and the like. It is, therefore, recommended that efforts be undertaken to close the Municipal Lodging House assuming that concurrently resources are developed through a contractual procedure to provide for the residents. Efforts should be made to provide for transients in other facilities, and if these are found to require financial aid from the Department the sum of $10,000 might be reserved for this contingency. If the Municipal Lodging House is closed there will be an annual savings of $29,900.

3. Surplus food program

It is recommended that the surplus food program be reorganized so that distribution would be on a regional basis—namely, a distribution center in four

areas of the city. This would result in a savings of transportation costs of $5,000.

4. Farm at the Children's Center

The Department of Public Welfare has recommended to the task force that the farm at the Children's Center, Laurel, Md., be discontinued. After a review of both the operation and the proposal the task force has accepted this recommendation. This recommendation will necessitate that the following steps be taken:

(*a*) Disposal of dairy herd and appropriate equipment, with a savings of $15,000.

(*b*) Discontinuance of purchases identified with the herd, with a savings of $23,000.

(*c*) Positions transferred to grounds and building maintenance, $33,000.

(*d*) Less value of milk and meat products, $41,800.

(*e*) Net saving due to elimination of herd operations and other use of existing staff, $28,500.

5. Vehicle maintenance

Vehicle maintenance of the approximately 100 vehicles of the Department of Public Welfare is now performed by the motor pool of the Department of Highways. The task force recommends the vehicle maintenance be performed by the Department of Public Welfare rather than by the motor pool. The estimated saving would be $5,000.

The task force believes that all the foregoing recommendations are feasible and can be put into effect this year resulting in immediate savings of at least $110,000 per year.

II. SURVEYS AND STUDIES TO BE MADE IN ORDER TO EFFECTUATE ADDITIONAL ECONOMIES AND BETTER UTILIZATION OF THE RESOURCES NOW AVAILABLE TO THE DEPARTMENT

1. Maintenance and grounds

The maintenance and grounds operations of the Department of Public Welfare have reached substantial proportions. With some eight institutions at scattered locations, renovation and capital improvements have been confined to those needed to meet only the immediate requirements, and on an uncoordinated basis. The task force recongizes that the Department has given consideration to improving its maintenance and grounds operations in its institutional facilities. The group accepted the recommendation that a consultant firm be employed to prepare a coordinated and integrated 10-year plan for building renovation and capital replacement. It is expected that the firm would recommend more appropriate use of existing personnel, and a better use of available funds in project scheduling. It is expected that the money that would be requested for added maintenance staff to meet the needs of existing and proposed buildings would be reduced in subsequent budgets.

2. Agency services

An outstanding management consultant firm should be retained to review present operations of the Department with emphasis on the public assistance functions to recommend:

(*a*) Improvements and economies in processing, reporting, accounting, and collections.

(*b*) Extent to which increased use can be made of automation.

(*c*) Simplification and improvement of forms and procedures.

3. Program and counseling services

In the task force facility inspections and on-the-grounds discussion with various chiefs of divisions and administrators there has been indication that similar studies in the program area are indicated. The task force believes that this has demonstrable value and could effect savings in program areas. The task force believes that better trained staff, improvement of physical facilities should be realized in many areas. This will result in better staff performance, higher morale, staff continuity and improve recruitment opportuinities. This should result in more effective programs and rehabilitative accomplishments.

4. Culinary and laundry operations

The Department is currently having a survey made by a consultant firm of the culinary and laundry operations at all the institutions administered by the Department. The task force is of the opinion that this survey will result in more efficient operations and monetary savings at least on an interim basis.

5. Coordination of existing social services

The task force recommends that there should be a reevaluation of existing casework functions in all agencies and departments of the District government. It is expected that with better coordination and integration there would be more effective use of available staff. This concept, if accepted and attained, could result in better services at less costs.

As is set forth herein, the task force recommends that the use of management consultant services take the form of two phases (1) a preliminary survey by the consultant firm to ascertain the specific areas and the specific functions in which a detailed study should be made and (2) the full detailed survey. Phase 1 should not involve a cost of in excess of $5,000. Phase 2 would be undertaken only after recommendations are submitted by the consultant firm as to the final cost of the full survey, the time involved, and the savings and improvements which can be reasonably expected to accrue.

III. DEVELOPMENT AND INITIATION OF PROGRAMS FOR PREVENTIVE SOLUTIONS ON A LONG-RANGE, SYSTEMATIC BASIS, WITH POSSIBLE ULITMATE ECONOMIES OF CONSIDERABLE MAGNITUDE

The task force concerned itself with five major areas in its approach to prevention programs: Public assistance, child welfare, institutions, interagency, and national planning. The task force believes that action should be taken now in order to prevent even further deterioration.

1. Public assistance

(*a*) If the Public Assistance workload is to be reduced or its pace slackened in the foreseeable future, the task force recommends that adequate and skilled Public Assistance staff should be available to provide intensive casework service at intake as well as in the field to cases with the greatest rehabilitative potential.

(*b*) If the possible added workload is to be reduced the Public Assistance staff should be enabled to broaden its base of operations and be empowered through a statutory change to guide and counsel those who fail to qualify for the Divisions' programs under its present operational procedure.

(*c*) If the Public Assistance staff is to be effective, if it is able to produce other than marginal returns, the task force recommends that national standards for Public Assistance caseloads be promulgated by the Federal agency.

2. Child welfare

If the community is to realize any reduction in its child welfare program the task force recommends that sufficient staff be added to protective services to enable maximum services to be rendered at the right time.

(*a*) The task force recommends that the foster care rate be increased from $53 to $75 per child per month. This step would do considerable to aid the development of the child psychologically and save tax dollars immediately and ultimately. This program has great potential toward making better citizens. The task force hopes that the increased rate will enable the Department to locate additional foster homes more readily than at the existing rate.

(*b*) The task force recommends an increase in the foster home finding staff so that new foster homes might be located in suitable geographical areas outside the District of Columbia. This approach, the task force believes, would aid immeasurably in boosting the economy of depressed areas.

The task force believes that this approach would delay, for at least 3 years, the necessary investment of approximately $3 million in a second Junior Village. The task force contends that even with the increased rate that the cost for the maintenance of a child would be only 50 percent of that which would be required in an institutional setting. When applied to a complement of 300 children this recommended increase in foster care rates and foster home staff would mean a net saving of approximately $300,000 annually.

3. Institutions

(*a*) The task force recommends that the concept of work training for older delinquent boys and girls in the welfare institutions be extended both in terms of appropriate staff and physical facilities.

(*b*) The Department has submitted to the task force its recommendation relative to a revised concept of counselor standards, training and selection methods. The task force has reviewed and recommended acceptance of the following elements of this proposal:

(*a*) Job responsibilities be revised to provide counselor personnel whose performance would be judged by effectiveness in rehabilitation within the framework of security safeguards and personnel to work with younger dependent children and those with mental and emotional handicaps.

(*b*) Departmental recruitment efforts be broadened and strengthened to obtain potential counselors whose training and background would most effectively and efficiently retrain delinquent and dependent youth to their maximum capacity.

(*c*) The training program would be accelerated to increase capacity and performance of present and future personnel in all areas.

4. INTERAGENCY RECOMMENDATIONS

(*a*) *Juvenile court.*—The task force recommends that all areas of potential collection and support be looked at by the District government to determine what additional or new efforts should be undertaken to obtain a higher rate of income return. The task force believes that an immediate effect would be a realization of approximately $460,000 from juvenile court support orders not now collected. The District's Public Assistance Division expends this amount annually through its payment of grants in full. The facility of the juvenile court with its power to hold for contempt as well as a probation staff to follow through on such cases is easily the most effective means of collecting support contributions in this type of case. A benefit that is at least equally important as the monetary is the potential strengthening of family life and environment which directly affects the public assistance expenditure and equally affects the total community and its people.

(*b*) *Public schools.*—The task force recommends that there be an extension of the concept of social workers in the public schools system to 10 of the elementary schools in depressed areas of the city. The task force also believes that this would test out the merits of an intensive preventive approach at the earliest possible stage in the child's development with the hope that the delinquency or dependency patterns would be prevented or arrested. The task force further believes that this demonstration would test out their opinion that all generalized casework services in the community should be centrally coordinated.

(*c*) *Metropolitan Police—Youth Aid Division.*—The task force recommends that there be assigned two social workers to the Youth Aid Division of the Metropolitan Police Department. The task force believes that this will strengthen their conviction relative to the concept of prevention and could well reduce the problem of repeaters among the delinquents. The task force is desirous of reducing the repetitive delinquent and dependent tendencies and inclinations as effectively as possible.

5. National programs

A national effort should be designed to decrease the input in the area of public assistance, delinquency, and dependency. The task force believes that the concept of the Youth Conservation Corps should be developed on a regional basis. It should concern itself not only with those individuals who are presently identifiable but those who are recent school dropouts, the unemployed, and the single youth. There is the utmost urgency for training among all of these groups of individuals to train for urban living, train to avoid continuous dependency on public assistance programs, to reduce the inclination for the potential of crime, to develop proper work habits and constructive motivation to become a useful contributing citizen. This type of program should be geared to the actualities of urban opportunities together with training that prepares them for economic self-sufficiency.

The task force takes cognizance of recent proposals by the administration with respect to prevention of juvenile delinquency as an indication that Federal appropriations will be forthcoming.

Apart from the initial capital investment in facilities for the Youth Conservation Corps, maintenance should be possible at about $1,200 per youth per year. It is not too ambitious a prediction to say that the number of delinquents coming from the environment from which these youths are recruited could be cut by at least 50 percent through these facilities. Assuming an initial project for 200 boys, with an annual cost of $240,000, diverting 100 from delinquency—with an institutional cost alone of $2,400 per delinquent wholly apart from the cost to society and to the youth—would clearly mean a net return to the community, both in dollars and in the even more meaningful terms of saving human souls from wrongdoing and restoring them as useful members of the community.

The task force believes that their recommendations for increases in staff, facilities, and related services of the Department are not merely recommended increases in the budget of the Department but they are more probably to be regarded as recommendations for wise investments for a dual return. First, in terms of dollars alone we believe that the additional investment will be repaid over the next decade in a reduction of the overall per capita cost of the recipients of public welfare programs. Second, and perhaps of even greater importance, is the return in terms of saving human bodies from the pattern of delinquency and dependency and not only averting the monetary damage to society which might otherwise be caused by their delinquency and dependency patterns, but making the positive contribution of restoring additional persons to the community as useful and well-adjusted members.

The task force concludes that in the future the quilted patchwork approach where crises have been met on an ad hoc basis without thought of the total effect in the welfare effort must not be repeated. Instead the task force recommends that future efforts be concentrated on the preventive approach with emphasis on searching for causes. This task force recognizes that this recommendation initially would result in higher costs but the task force believes that in the long run this is the only realistic solution to a burden that is ever increasing and more costly.

In closing the task force wishes to emphasize that the problem is not purely one of the District of Columbia and should not, therefore, completely be met in terms of the budget of the District of Columbia. With our increasing mobile population delinquency and dependency arising from causes in any one State is a nationwide problem. The task force suggests that the Commissioners of the District of Columbia solicit the interest and support of the appropriate Federal agencies to educate and train adequately all its citizens and that opportunities for utilization of this education and training provided them on a national basis.

DAVID L. KREEGER,
Chairman.
LAWRENCE E. DUVALL.
E. C. HOLLINGSWORTH.
GERARD M. SHEA.

Senator SCHOEPPEL. What did they generally report on this?

Mr. SHEA. The task force report is under two headings. They reported savings and they reported next steps that the Department should take with respect to the long-range planning.

With respect to the savings, they suggested, I believe, either four or five things to be done.

First, that the temporary home for soldiers and sailors be discontinued.

Second, the municipal lodging house be discontinued.

Further, that we close the farm, close down on the farm operation at the Children's Center, which incidentally has already been done.

MOTOR VEHICLE REPAIR

Fourth, the District Welfare Department be allowed to do its own motor vehicle repair rather than being done by the Highway Department, which is a savings of approximately $5,000. I believe the total

amount of recommended savings was just slightly in excess of $110,000.

PREVENTIVE SERVICES

Now, the report had another phase and that is the phase in which they felt that unless a considerable amount of more effort and money were available for the Public Assistance and the Child Welfare Divisions, with emphasis on the preventive services, that the burden on the public department and on the taxpayer would be constantly increasing. They recognize that the preventive services are expensive. They recognize that the results that can be measured immediately are not too great, but they felt in the long run the only way to do it would be to try to head off the ever-spiraling upward of the public assistance and child welfare services.

BOARD RATE FOR CHILDREN IN FOSTER HOMES

Among the things they also recommended was the increase in the board rate for children in foster homes from what is presently $53 a month to $75 a month. They also recommended that the District face up more realistically to the cost of care for dependent children in private institutions. Presently if this budget were to prevail—it is $70 a month—and they recommended that the District meet the cost of care as determined and, of course, scrutinized by the District government, determined by the voluntary agencies' accounting processes, and evaluated by the District government.

In other words, they said we should be paying close to $130 a month for a child rather than what we are presently paying; namely, $70.

Senator SCHOEPPEL. Now, Mr. Shea, have you formulated an opinion from this task force report as to what your recommendations would be?

Mr. SHEA. It is actually——

Senator SCHOEPPEL. That is with regard to that soldiers' home and the temporary, the municipal lodging house.

NEED FOR HOME FOR TRANSIENT MEN

Mr. SHEA. Actually, sir, as I understand the task force report, the Commissioners are evaluating each one individually. As yet the inspection of the welfare task force report has not been discussed in detail. I do think, Senator, and I think I said this before, that there is a need for some type of municipal lodging house or home for transient men, and I have said repeatedly I believe that there is no need for two of them. There is need for one, not two.

Senator SCHOEPPEL. I see. I appreciate having your thoughts, and I shall give to the reporter here what I referred to, and I will give this to you for the questions with reference to the information that you are going to supply for the record.

Let the record show that pursuant to what Chairman Byrd has indicated here, this hearing will be recessed until 3 o'clock this afternoon in this room.

Thank you folks for appearing.

(Whereupon, at 12:30 p.m., the committee recessed, to convene at 3 p.m., the same day.)

AFTERNOON SESSION—FRIDAY, AUGUST 18, 1961

Senator BYRD. The committee will be in order.

Mr. SHEA. I hope that you and your fellow witnesses will indulge my tardiness. We have had several rollcalls today, and we have just completed one, otherwise I would have convened the committee on time.

We won't attempt to go long this afternoon. I think possibly you will appreciate that as much as I will, Mr. Shea, Mr. Herman, and the others.

We will take up where we left off—perhaps not exactly where we left off.

TOTAL APPROPRIATION FOR 1961

So that we might be sure that the record is precise, what was your total appropriation for 1961?

Mr. SHEA. $19,587,900. That is the adjusted 1962 base from which we proceeded on this year's budget.

The actual for 1961 was $20,301,150.

Senator BYRD. So that the total appropriations for 1961 was $20,301,150?

Mr. SHEA. Yes.

Senator BYRD. Now, how much of this came by way of the supplemental appropriation route?

Mr. SHEA. $1,156,150—$515,000 for U.S. pay raise; $575,000 for public assistance grants; $18,650 for school lunch program; and $47,500 wage board pay raise.

Senator BYRD. How much of an increase was the $21,301,150 over the fiscal year 1960 total?

FISCAL YEAR 1960 TOTAL

In other words, what was your fiscal year 1960 total?

Mr. SHEA. $17,459,000.

ESTIMATE FOR 1962

Senator BYRD. Yes. I want to be sure we have the record perfectly straight. How much was your 1962 estimate?

Mr. SHEA. Our 1962 estimate was $22,116,000.

Senator BYRD. This, then, would be an increase of how much over your request for 1961?

Mr. SHEA. $2,834,000.

Senator BYRD. That is an increase of $2,834,000 over your——

Mr. SHEA. I am sorry, $1,834,000.

Senator BYRD. $1,834,000 over your request for 1961?

Mr. SHEA. Yes.

HOUSE HEARINGS

Senator BYRD. The reason I am trying to define this figure is this. On page 849 of the House hearings Congressman Rabaut said the increase was $1,814,850. You said the increase was $2,528,000. So I am just trying to tie it down.

Mr. SHEA. What was that page again, Senator?

Senator BYRD. 849. I think this ought to be cleared up for the record.

Mr. Rabaut said:

In 1962 the estimate was $22,116,000. In 1961 the appropriation is $20,301,150. This is an increase of $1,814,850.

On the next page, you say:

The 1962 budget request in $22,116,000, an increase of $2,528,000.

You may be talking about different things, but I think that the record ought to be clear. You are saying it is an increase of $2.5 million, and he is saying it is an increase of $1.8 million.

I have the impression you are both talking about the same thing.

Mr. SHEA. This is adjusted figures, I am sure, sir. And if we may, could we submit for the record the factors contributing to both these figures?

Senator BYRD. Will you do that, please?

(The information referred to follows:)

The $22,116,000 is the revised 1962 estimate of anticipated needs of the Department of Public Welfare. The $20,301,150 is the amount of funds made available to the Department for obligations during 1961. The difference of these, as indicated in Mr. Rabaut's statement in the House hearings on page 849, is $1,814,850.

Mr. Shea's testimony, indicating a difference of $2,528,000, was based on the 1962 budget estimate of $22,116,000 and a base budget figure of $19,587,900 for 1962. This latter figure is the amount of total funds made available to the Department ($20,301,150 less those amounts made available during 1961 for nonrecurring items and supplementals for public assistance grants and wage board pay increases).

ESTIMATING PROCEDURE

Senator BYRD. Now, how do you go about estimating your appropriation needs for grants, Mr. Shea? You are requesting an increased appropriation this year over that of last year for the grants. How do you arrive at the appropriation need?

Mr. SHEA. Basically, Senator, what we do is, through the cooperative efforts of the Superintendent of the Public Assistance Division, the Administrative Officer of the Department, and the Director of Research, they analyzed the figures for the previous year, and they estimate—rather they analyze the net increase per month in the total program of public assistance. And they project what is in their opinion going to be the net increase per month in the total public assistance program. If I may illustrate, this year we had estimated the net increase would be 90 cases per month. As it has proven out that at the end of this fiscal year the net increase has been 87 cases per month. Although at one time during the year the caseload increase had gone up to 109 cases over the previous month, but the average monthly caseload increase has been 87 for the fiscal year completed. This is the basis around which we project the caseload that will be a reality in the anticipated coming up budget.

In 1962 it is estimated that the net monthly average caseload increase would be 70 cases per month. So, basically, it is related to the net monthly caseload increase based on previous experience and projected into the on-coming fiscal year.

AVERAGE CASELOAD PER WORKER

Senator BYRD. What is your average caseload per worker?

Mr. SHEA. The average—I believe in the House hearings, Senator, we indicated that the average caseload was 180 cases per worker, and that if all authorized positions were filled, the average caseload would be 153 cases per week.

UNFUNDED POSITIONS

These figures are based on the assumption that all social workers are assigned to caseloads, and that all authorized positions could be funded. Because of the automatic step increases in salaries and other factors, the agency carries at this time 19 unfunded positions which are being abolished and reflected in the 1963 budget figures. Therefore, the computation of the present caseload, considering all factors at any one time, is as follows—and these figures are based on the actual August 1, 1961, caseload, which was 12,894 cases.

The authorized social worker positions, 133, caseload, 98, less the unfunded positions, namely, 19, which would leave 114, which would show a caseload of 113, less the 41 workers assigned to special assignments taken from the 114, leaving 73 caseworkers with a caseload of 176. Therefore, considering all vacancies and workers in training, that brings the average caseload figure to 180 cases per worker.

AVERAGE NUMBER OF CASES IN 1960

Senator BYRD. Now, on page 861 of the House hearings you show on the table that the average number of cases was 11,458 in 1960, is that not correct?

Mr. SHEA. Yes, sir.

Senator BYRD. On page 23–8 of the justification report you use the figure of 11,949 cases for July 1960. Are you just picking out 1 month there, or is that supposed to be the average for the year, 11,949 cases?

Mr. SHEA. The monthly average, sir.

Senator BYRD. Is that just for the 1 month of July, or is that the monthly average for the year?

Mr. SHEA. That is the monthly average for the year.

Senator BYRD. Then why do you say that the monthly average for the year is 11,949 on page 23–8 of the justification report, and on page 61 of the House hearings you say that the average number of cases was 11,458?

This would be a difference of 491 cases.

Mr. SHEA. This figure, Senator, of 11,458 is the average number of cases on public assistance at the end of the 1960 fiscal year, as indicated on page 861.

Senator BYRD. And what is the 11,949 figure again? I understand you to say that that was the average number per month throughout the year.

Mr. SHEA. Yes.

Mr. BREWER. At the beginning of the year it was 11,449. The average throughout the year was 11,458. At the beginning of the year 1961 the caseload was 12,523. The monthly average for the year was

12,494. So you have two figures for each year, the end of the year figure and the overall monthly average.

Mr. SHEA. Could we have Mr. Lajewski, the research man, answer that?

Senator BYRD. Yes.

Mr. LAJEWSKI. As far as the 11,949 cases are concerned, that is the number of cases receiving assistance in July of 1961. The figure that you——

Senator BYRD. At that point, then, Mr. Shea was in error when he said that was the average per month for the year?

Mr. LAJEWSKI. He had a misunderstanding.

Senator BYRD. The statement was in error, then, wasn't it?

Mr. LAJEWSKI. Yes, it was.

Senator BYRD. Then again would you explain for the record what the figure 11,949 is supposed to represent?

Mr. LAJEWSKI. The 11,949 represents the number of cases receiving assistance during the month of July 1961.

Senator BYRD. That is just for 1 month?

Mr. LAJEWSKI. That is just for 1 month.

Senator BYRD. I think we should take just a little time on this, because unless we clarify it this would reveal quite a sizable error in your computation. I have an error of $397,000 here, which is a pretty good pocketful of money. But perhaps it isn't an error, and that is why I think it should be clarified.

JUSTIFICATION

Now, let's take our time and read together this page 23–8, the second paragraph.

From July 1960 to July 1961 the caseload increased 800 cases, from 11,149 to 11,949. Because there were fewer applications approved and more cases closed in 1960 than in 1959, and because the increase in payments for 1960 over 1959 was less than 1959 over 1958, estimates are based on average increase of 52 cases per month.

Now, a little earlier didn't you indicate that the average increase by which you project your number of cases in attempting to arrive at an estimate for the next year is considerably higher than 52 cases per month?

Mr. SHEA. Yes, sir.

Senator BYRD. Then what is meant here where it says:

Estimates are based on average increase of 52 cases per month.

Mr. SHEA. When we submitted our estimate to the budget officer of the District, we had estimated that the number of cases per month would be about 90. And after consultation with the budget office, it was mutually agreed that the net monthly caseload increase would be 52 cases a month. This is the basis for the 52 figure as reflected in money in 1961 budget.

BASIS FOR 1962 ESTIMATE

Senator BYRD. Then when you sit down to draw up your appropriation request for a year hence, what figure do you use as a base? You have got to estimate that you will have an increase of a certain number of cases per month. Now what figure have you used in arriving at

your 1962 estimate? Have you used the figure of 52 cases per month, or 90 cases per month?

Mr. SHEA. In the 1962 budget request?

Senator BYRD. Yes.

Mr. SHEA. Actually our 1962 budget request is expected to provide for a net monthly increase of 70 cases per month—1962, I am talking about now.

Senator BYRD. Seventy per month?

Mr. SHEA. Seventy per month—whereas the actual net caseload increase as previously experienced in the immediate preceding year as indicated has been 87 cases per month. So we have actually anticipated there will be less cases on public assistance in 1962 than there have been in 1961, less of an increase per month in 1962 than there has been increase in 1961.

Senator BYRD. Let's go back to page 23–8. You say:

> Estimates are based on average increase of 52 cases per month. Projecting this increase on to 11,949 cases for July, for 1 month, indicates an average caseload of 12,858 for 1962.

For the moment, then, let's try to clarify this language on this page. It bothers me considerably. How can you take 1 month, the month of July, with 11,949 cases, July 1960, and project your estimated increase for the next fiscal year by increasing—by projecting the increase of 52 cases per month, just using the 1-month figure for the base.

Mr. LAJEWSKI. Well, what is done here, Senator, is that you take the first month and then, adding the 52 cases to that for each month, you determine how many cases you will have during each month of the fiscal year, and then you take an average of these.

And this is the way you arrive at the average monthly figure for the fiscal year.

Mr. SHEA. I think I might point out, Senator, after the original budget was submitted which came in with a supplement——

Mr. HERMAN. Amendment to the budget.

Mr. SHEA. Amendment to the budget—which made the difference between the net expected increase of 52 and brought it up to 70 here.

Mr. HERMAN. Yes, an additional $780,000 was requested.

Senator BYRD. If you have an average increase of 52 cases a month, is that an annual increase of 624 cases?

Mr. LAJEWSKI. Yes, that would be an increase of that much.

Mr. HERMAN. It is an arithmetic progression.

Senator BYRD. There is something faulty about the figures. I am not saying you are wrong, but I want to make sure it is right.

Mr. SHEA. If you add 52 cases in July, and you add another 52 cases to those 52 cases, it becomes an arithmetical progression upward, it is a cumulative effect.

Senator BYRD. All right. Let's go back to page 23–7. You say that your average number of cases for 1960 is 11,458, right?

Mr. SHEA. Right.

Senator BYRD. Now if you use an average increase of 52 cases per month, what should be the average number of cases for the following year?

Mr. LAJEWSKI. Would you repeat that?

Senator BYRD. You have 11,458 as of average number of cases in 1960, as shown on 23–7. In projecting your estimated caseload for the next year, you use the figure of 52 as the average increase in cases per

month. Then what do you come up with for your estimate for the next year in regard to the average number of cases?

Mr. LAJEWSKI. The estimate that we gave was 12,420. That was for 1961.

Senator BYRD. Did I ask it clearly enough so that you understand what I mean?

Mr. LAJEWSKI. Yes, I understand what you mean. And the simple answer would be 12,082 cases.

Senator BYRD. To a layman, is this reasoning correct? If you have 11,458 as your average number of cases for 1960, as is stated to be the situation on page 23–7, in attempting to project your estimated average monthly caseload for the next year do you multiply 52 cases times 12 and then add that to 11,458?

Mr. LAJEWSKI. Yes.

Senator BYRD. Then that would give you your average number of cases for the next year, is that right?

Mr. LAJEWSKI. That is right.

Senator BYRD. You have said you expected an average increase of 52 cases per month. And then, using your figure of 11,458 cases, plus the 624 cases, what would you have?

Mr. LAJEWSKI. Senator, I think that possibly here we are involved in an error in starting with the average for the year. I think what we have to do is start with the number of cases which were receiving assistance at the beginning of the fiscal year. So that here we have a table. At the close of the year in 1960 we had 11,865 cases on the assistance rolls. Now we would add the increase of 52 per month to that figure, and we would use our experience from those individual months to calculate the average monthly number of cases.

Senator BYRD. I think, without belaboring this point, you ought to insert for the record something which would clarify this question.

(The information referred to follows:)

REVISION OF ESTIMATE OF AVERAGE MONTHLY CASELOAD FOR FISCAL YEAR 1962

At the time the budget was prepared and sent to the House the public assistance caseload for the first 8 months of fiscal year 1961 was increasing at a rate of 108 cases per month. On this basis we estimated that by the end of the fiscal year 1961 we would have 13,222 cases. (As set forth on page 861 of the hearings of the Subcommittee on Appropriations, House of Representatives.) It was our assumption that if the same rate prevailed during the balance of fiscal year 1961 and had continued into 1962 that the net caseload monthly average increase would have exceeded even 108 cases a month by a considerable figure. Our actual experience has shown that at the end of the year there were 12,882 cases or 340 less than the estimate.

Using our experience for fiscal year 1961 we have reestimated the average number of cases per month anticipated for the year 1962. We have done this on the basis of a 3-year rather than a 5-year period experience. This provides a rate of increase of 83 cases per month. This results in an average monthly caseload of an estimated 13,493 cases distributed by categories as follows:

OAA	3,036
ADC	5,748
AB	216
ATD	2,847
GPA	1,646

Applying an expenditure from local funds of the following amounts per case annually:

OAA	$105.99
ADC	710.35
AB	321.85
ATD	380.27
GPA	893.49

It is estimated that local funds required for public assistance in fiscal year 1962 will be $7,300,592. This is $384,597 less than grant funds approved by the House. This is the absolute maximum savings that we can estimate.

ERROR IN CALCULATIONS

Senator BYRD. Let me state for the record my reasoning as to why I think you are in error in your calculations. But perhaps my reasoning is faulty, because I don't fully understand a premise somewhere.

You say you expect an average increase of 52 cases per month. That statement is made on page 23–8 of the justification report.

Using your figure of 11,458 cases as the average number of cases for 1960, as shown on page 23–7, and adding 624 cases, which is 52 times 12, 12 months times the average increase per month, I don't think you will come up with the 12,858 cases which you have anticipated.

Mr. SHEA. We do estimate that the monthly net increase is 70 rather than 52.

Senator BYRD. I beg your pardon?

Mr. SHEA. If we were to compute this based on the amendment.

Senator BYRD. Could you wait just a moment. I am taking the figures that you have given here "estimates are based on average increase of the 52 cases per month," that is what it says here. What figure did you come up with? 11,148 plus 624 is 12,082, right?

Mr. LAJEWSKI. That is correct, sir.

Senator BYRD. Then you anticipated 12,858, which is roughly 800 more cases throughout the year than you would get by using these figures. And at an average of $512 per case, this would amount to a pretty sizable figure.

Mr. LAJEWSKI. Sir, I am wondering whether we have a difficulty here as far as the base year that we are using, that is, we are talking now about the 1962 estimate, right? And therefore we should use the average monthly caseload in 1961, which is 12,497, isn't that correct?

Senator BYRD. I think you are right. I am merely trying to unravel something which I see on page 23–8. And I think you should submit a clarification for the record. And when you do, sir, let's address ourselves both to the 1961 and 1960.

Mr. BREWER. I was just going to say, at the time our budget estimates were prepared—of course, we are preparing our budget justifications considerably in advance.

INCORRECT ESTIMATE OF RATE OF INCREASE

Now, the 52 rate of increase was found to be, by the time we asked for the supplemental, already incorrect. So that we have an adjusted rate of increase at the time we come into our final budget to the House, if you understand—if we were to make our estimates today for the 1963 budget, they would have to be based on the experience of the

previous year. For example, the average rate of increase in the year 1960 was 65 cases per month. When the year ends in 1961, in July, we find it was actually 87. At the time the original budget was prepared we were estimating on 52, but we did go in for a revision in the 1962 budget. I think that is one explanation for the language of the justification.

RESEARCH PROJECTS

Senator BYRD. What research projects has your department participated in in recent years, Mr. Shea? I note that on page 858 you state that the Department has been participating in research projects attempting to get to the causes of why public assistance is rising so dramatically.

Mr. SHEA. We have participated in cooperation with the Commissioners Youth Council in the maximum benefits project, which, as you recall, Senator, was a project undertaken by a grant. And the Department staff cooperated with the staff of the Commissioners Youth Council, and their consultants, which attempted to get at this problem.

BOOKLET ENTITLED "WHAT PRICE DEPENDENCY"

The Department, also, again through a grant, in cooperation with the Health and Welfare Council, developed the booklet entitled "What Price Dependency," which was published several months ago now, over a year ago, as a matter of fact.

And the Department has, through a consultant on dependency, been attempting to get at the basis for the increased problem of dependency wherever it is reflected in the Public Welfare Department.

Those are the two major projects.

Senator BYRD. In the table on page 859 of the House hearings you have requested $914,419 for 277.3 permanent positions. Then you show nothing in the lower table for positions other than permanent.

Then you ask for $16,235 for other personal services.

Would you please explain?

Mr. SHEA. This is for night differential and holiday pay for permanent positions.

PAYMENT FOR OVERTIME WORK

Senator BYRD. Do you pay anything for overtime work?

Mr. SHEA. Yes, if it is necessary throughout the entire department, we authorize it and get approval. And we do have people working overtime.

Senator BYRD. How much was used for this purpose in 1961?

Mr. SHEA. May I submit that for the record, sir?

Senator BYRD. Yes.

For 1961 overtime and holiday pay $185,000 and night work differential $114,000.

Senator BYRD. How much is in your budget estimate for 1962 for overtime work?

Mr. SHEA. In total?

Senator BYRD. Yes.

Mr. SHEA. The estimate is $185,000.

OTHER RELATED COSTS

Senator BYRD. You show in the upper table under program B an item entitled "Other related costs." You show an increase in the amount of $14,103. And while it is a small item, Congressman Rabaut raised the same question in the House, and I don't think the record really showed a satisfactory explanation. There is no breakdown on this item, $14,103. What do you mean by other related costs?

Mr. SHEA. This, Senator, is related to the necessary equipment and supplies that would be identified with new positions that might be allowed the Public Assistance Division and attempting, also, to relate more realistically to previous experience in terms of these two areas as reflected in previous budgets.

Senator BYRD. Then if you do not get the additional positions you are requesting, will you need this item?

Mr. SHEA. No, sir.

Senator BYRD. You would not need this item.

(The following was subsequently submitted:)

Makeup of request for $14,103 for Public Assistance Division

Travel:	
Streetcar	$2,300
Miscellaneous	2,200
Automobile allowance	930
Fares	375
Expenses of trips to meetings	1,000
Communication services:	
Postage	530
Telephone	1,006
Printing and reproduction	1,500
Other contractual services:	
Medical services	170
Research	3,000
Miscellaneous	106
Miscellaneous repairs	119
Dues	100
Services performed by other District agencies: Maintenance and repair of motor vehicles	500
Supplies and materials: Office	267
Total	14,103

EQUIPMENT

Senator BYRD. Now, in the bottom table you are requesting $23,426 for equipment. How much did you have for this item in 1961?

Mr. SHEA. May I submit that again for the record, sir? I don't have that information.

Senator BYRD. All right.

If you do not get the additional positions requested, will you need this money?

(The information referred to appears on p. 811.)

Mr. SHEA. We will not need all of that money, sir. Some of that equipment money is replacement money, and some of it is for new equipment identified with new workers. But if new positions are not allowed, we will not need that total amount of money.

CONTRACTUAL SERVICES AND SUPPLIES

Senator BYRD. You show in your 1962 estimate that you would need $73,039 for contractual services and supplies. I am thinking of the word "supplies." Would you need this much if you don't get the additional positions?

Mr. SHEA. No; this would be proportionately reduced if the positions are not allowed.

Senator BYRD. Would you supply that for the record?

Mr. SHEA. Yes, sir.

(The information referred to follows:)

The amount of supplies for the additional positions requested is $467.

OTHER RELATED COSTS

Senator BYRD. On page 860, in speaking of the item "Other related costs," in answer to the question by Congressman Rabaut you say that the $14,103 are additional funds needed to eliminate the necessity of transferring funds from other programs of the Department. What are the other programs to which you have reference?

Mr. SHEA. The programs within the total Department to which money has had to be transferred to holding the line in subsistence. As you recall, Senator, we have this large institution program as well as a rather large child welfare program, and we have a contractual arrangement with the National Training School for Boys. And as the needs develop in the Public Assistance Division, and as we see possibility of savings in other areas of the Department, we request the budget officer's permission to transfer funds so that the child care may be placed in the Subsistence Division.

PERCENTAGE OF APPLICATIONS FOR PUBLIC ASSISTANCE APPROVED

Senator BYRD. On 861 of the House hearings, you state that the percentage of applications approved had remained constant since 1957. According to the table on page 860, the percentage of cases approved in 1957 was 37.7 percent. The 1961 estimate was 44 percent. Then this is an increase of 16.7 in the percent of applications approved.

Why do you say, then—don't misunderstand me, Mr. Shea—that the percent approved is constant?

Mr. SHEA. Well, looking at a period of 10 years, 5 years, the percentage of applications for public assistance approved has not varied too substantially. And the percentage, for example, in 1957, as you indicated, sir, was 37.7. In 1958 it was 42.3. In 1959 it was 43.9. In 1960, it was 45.2. In 1961 it was 42.9.

So over a 5-year period there has been a difference between 37.7 and 42.9.

Senator BYRD. Of course, in the record of the House hearings you have the estimate as 44. Now you are correcting that to say 42.9.

Mr. SHEA. Yes, sir.

Senator BYRD. That would still be a considerable increase; taking my figures of 44 as they are shown in the hearings, this does show an increase in the number of applications approved over a period of 4 years of 16.7 in the percentage of applications approved.

And although I would have to revise that conclusion, because of your readjustment of the estimate, it still does show a pretty sizable increase in the number of applications approved.

Now I am wondering why today we are approving, Mr. Herman,—I just want to speak in round numbers—why are we approving 15 percent more of the applications today than we approved 4 years ago?

We are not in a depression. Disregarding the fiscal difficulty that is confronting the city, why are we approving 15 percent more of the applications now than we were 4 years ago?

INCREASES IN ADC PROGRAM

Mr. SHEA. I think, sir, if I might say so, that again the increases, as we have indicated in a number of cases, have always been usually in the ADC program or in general public assistance. In the other three categories it has either declined or it has been pretty constant for some period of time.

Senator BYRD. Yes, but in those two categories, then, the increase is even more emphatic, which is disturbing.

Mr. SHEA. It is related to the basic reasons I believe we gave with respect to the causes for public assistance. There are more children being born—there are not any more children being born numerically in the District of Columbia, there is no dramatic rise in that, but the likelihood of a reasonable percentage of those children becoming public welfare responsibility is a reality, because of the heavy concentration in the District of Columbia of the low-income families. I think it is basically related to the changing characteristics of the population of the District of Columbia, the fact that the individuals who are on public assistance are the individuals who are on the fringe of poverty, who have always been on the fringe of poverty.

Mr. BREWER. Mr. Chairman, I had a question on your 15 percent. That is a cumulative figure over the year, the 4-year period, because the percentage has varied about 1 percent per year, that is, the total applications received.

More people have been coming, there are more applications, but the percentage of these coming per year that we have rejected varies from 1 to 2 percent per year.

The 15 figure you were referring to was the cumulative figure over the years.

Senator BYRD. The figure I am trying to establish is this. You say that in 1957, 37.7 percent——

Mr. BREWER. I am sorry.

Senator BYRD. 37.7 percent of the applications that were submitted were approved. Then you say that in 1961, so that I might follow through reading this, the estimated percentage approved is 44 percent. Now if you are approving 44 percent today and 4 years ago you approved 37 percent, then you have increased the number of applications approved by 15 percent in the most recent year taken as against the first year cited. By 16.7, according to the figures here.

I still haven't made myself clear.

Mr. BREWER. Percentage over percentage cumulative. It is 7.7 net.

Senator BYRD. That is not what I am talking about. Mr. Duncan, do you follow me here? I want to see if I am right. This is some-

what—this somewhat gets to the core of this whole thing because at the top of page 861 this statement is made:

The percentage approved has remained constant since 1957.

Now I took the year 1957, inasmuch as it was said that the percentage of applications approved had remained constant since 1957. Well, 1957, 37.7—that is less than half—37.7 percent of the applications submitted were approved. That is what it says. Isn't that what it says?

Mr. SHEA. Yes.

Senator BYRD. All right. And it also says that 4 years later, in 1961, the percentage of applications approved was 44 percent, moving closer and closer to the half-way mark. Now if we approve 44 percent of the applications in 1961 and we approved 37.7 percent of the applications in 1957, aren't we approving 16.7 more applications in 1961 than we approved in 1957?

Mr. BREWER. Not in terms of the applications submitted that year. I gave 7.7 for the applications submitted that year.

Mr. LAJEWSKI. Mr. Brewer, if I might, I think the Senator's arithmetic calculations are correct. If what he says——

Mr. BREWER. I am sure they are. I am not a mathematician.

Mr. LAJEWSKI. I am using the 42.9 which is the final figure, and I come to an increase of 14 percent, just about 14 percent.

Senator BYRD. Yes. Then for the record, let us correct this 1961 estimate that is in the hearings.

What is the percentage of the applications completed and approved for the year 1961?

Mr. LAJEWSKI. 42.9 percent.

Mr. SHEA. 42.9 percent.

INCREASE IN PERCENTAGE OF APPLICATIONS APPROVED

Senator BYRD. Then you do have an increase in the number of—you do have an increase in the percentage of applications approved?

Mr. SHEA. Yes, sir.

Senator BYRD. You are approving more per hundred now than you were 4 years ago, aren't you?

Mr. SHEA. Yes, sir.

Senator BYRD. Don't you agree with me, Mr. Shea, that is important? It isn't insignificant, is it?

Mr. SHEA. No, sir.

Senator BYRD. We have spent 20 minutes talking about these figures but that is the thing disturbing us all. I am not asking you for an answer to this question, but why are you approving 14 applications more per hundred now than you approved 4 years ago? You see, that is one of the things that disturbs this committee.

CHANGE IN OVERALL PROGRAM OF PUBLIC WELFARE

Mr. SHEA. May I make this one comment, sir? You recall in 1957 there was a rather substantial change in the overall program of public welfare.

Senator BYRD. Yes.

Mr. SHEA. And we, I believe, said at that time that the impact of this broadened program will not be felt immediately and may not be felt even in the succeeding year, but the impact eventually will begin to show itself rather substantially. I think part of this is the

result of that. Some of this new program takes time in order to be reflected in statistics. I think this is one of the reasons, probably the basic reason really why the number of people found eligible has increased.

Senator BYRD. Yes. I can appreciate that. However, I would point out that in the very next year there was an increase of almost 5 percent. You had indicated that this might reflect itself more in later years than in the immediate year, but in the table it reflected itself as much in the immediate year—more in the immediate year than it has in the 3 years since.

Mr. SHEA. Yes. But any of the new programs—any new type of program will always result in some people considering themselves eligible and who make application because of their own individual interpretation that they might be eligible for the program, and a certain number of them are found eligible. The impact is immediate as well as long range when you have a broadened base as happened in 1957.

REGULATIONS AND STANDARDS

Senator BYRD. On page 860, under the item B, and just below the second table, we find this statement, and I quote. It is the second paragraph:

> One of the functions of the Public Assistance Division is to grant cash relief to families and individuals in need as determined by the regulations and budget standards prescribed by the Commissioners.

What is meant by this statement, that the regulations and standards are prescribed by the Commissioners?

Mr. SHEA. The regulations that are in effect in the Department, if they border on any budgetary needs, are approved by the Commissioners.

Senator BYRD. Aren't they recommended, however?

Mr. SHEA. Yes, sir. They are recommended by the Department to the Board of Commissioners.

Senator BYRD. By the Department.

BUDGET STANDARDS

Mr. SHEA. Now, with respect to the budget standards, again going back to 1957, one of the things that the Commissioners felt, and as a matter of fact directed us to do at that time, was to relook at the budget standards, which at that time we did, and as a result of that the budget standard was increased from 83 to 100 percent, on 1953–57 prices. There was a particular emphasis placed on the larger families. At that time also there was initiated, as you recall, Senator, for the first time emergency assistance which previously had not been given in the District of Columbia.

Senator BYRD. I am still thinking about the number of cases, the increase in the percentage of the number of cases that are approved now per year as against the percentage 5 years ago. I would be interested to know what kind of a saving—I don't like to use the word "saving." I would be interested in knowing the difference in terms of dollars that this rough estimation of the 15-percent increase actually adds up to.

(The information referred to follows:)

EFFECT OF LOWER RATE OF APPROVED APPLICATIONS

In fiscal year 1957 of every 100 applications for public assistance completed 38 were approved. In fiscal year 1961 this proportion was 43 per 100 or an increase of 5 per 100 since 1957. If the 1957 rate had obtained in 1961 the total number of applications approved would have been an estimated 4,289. This would have been 557 less than actually approved in 1961.

If these 557 applications had not been approved, it is estimated that the funds required for public assistance in fiscal year 1961 would have been reduced by $363,446. Of this amount $160,105 would have been local funds and $203,341 would have been Federal funds.

ELIGIBILITY OF RECIPIENTS OF CASH RELIEF

Senator BYRD. Now, what are the regulations and standards that must be met by the recipients of cash relief?

Mr. SHEA. The person must be a resident of the District of Columbia for 1 year. In our investigation, we determine that the person has no other continuing resource by which he can support himself. An investigation is made to ascertain the facts with respect to age, blindness, or disability, whatever the particular applicable factor might be, and based on that the emergency assistance is granted to the family.

There is a reevaluation, an intensive evaluation of their continuing need for emergency assistance for 3 months, and if it is ascertained that the person is not eligible as he appeared to be originally at the time of the investigation, the person of course is removed from the caseload. But this is the area where you have to work very intensely and very fast because the situation might change rather substantially very quickly.

ONE-YEAR RESIDENCY REQUIREMENT

Senator BYRD. Now, you have mentioned the 1-year residency requirement again.

Mr. SHEA. Yes, sir.

Senator BYRD. My office received a phone call yesterday stating that individuals were coming into the District from other States and being put on the welfare rolls and that although 1 year of residency is required, there is an angle which is used to get by this requirement. According to my caller—I did not personality take this call—according to my caller these persons purchase an item in a store on Seventh Street and arrange to pay an amount each month. A relative living here—I don't know whether the individual really meant to or had in mind a specific store on Seventh Street or not. He may have just pulled Seventh Street out of the air. He said these people purchase an item in a store on Seventh Street and arrange to pay an amount each month. A relative living here will make the payments for a year while the individual returns to his home State, and when the total amount is paid, usually in a year, the individual returns to Washington with the family, usually a large one, gives the store as a reference and is placed on welfare.

Do you have any comments?

Mr. SHEA. Well, I think first, Senator, we would be very suspicious of anybody who used a Seventh Street or address of that type as any source of referral. It is always conceivable that there would be this cooperative effort between a landlord and an individual who would make available to the man at the appropriate time when he did apply

for assistance the necessary information to ascertain that he was in the District when in fact he wasn't. If this man applied for assistance even 1 year later and he had a wife and children, and if he were employable, of course, he still wouldn't be eligible for public assistance. This man would have to be either aged or disabled or blind or medically determined to be unemployable.

Senator BYRD. Could it be a woman?

Mr. SHEA. Yes, sir. Unless——

Senator BYRD. With children?

Mr. SHEA. Yes, it could be actually. It could be a woman. Again we would, of course, raise the same question about this referred from the Seventh Street source. It could happen again under the same circumstances. The woman, if she had this number of children and they were all rather young, would probably be not in a position to make an adequate or a satisfactory day care plan and could well be found eligible for public assistance. I know that there are people who are qualified for public assistance and meet all the eligibility factors as far as we can humanly determine them who are here a relatively short time beyond the necessary 12 months.

A situation like this, I would think, however, would be very carefully watched; first, very carefully scrutinized by the intake worker. Then they would be very carefully watching the situation if there was any suspicion that there was any collusion of any nature, and this would be referred to the investigators of the Department to ascertain the facts other than that which have been reported.

Senator BYRD. It might be a worthwhile suggestion that—in fact, if I can determine the name of the individual who told me about this, this individual is a welfare worker.

DEPARTMENTAL POLICY ON COMPLAINTS

Mr. SHEA. We will be very glad, sir, to have the name if it would be made available. I think I might say for the record that it is the policy of the Department that if any complaint of any nature is made in writing, on the telephone, or anonymously, that we immediately make an individual fast investigation. If the individual who makes the inquiry identifies himself and is desirous of receiving a report back as to what the desposition was, we forward it to him. There have been some individuals who said, of course, they do not want to be identified, but we still make the necessary investigation. We do keep, both in the Public Assistance Division and in our office, because the call might come to either place, a current month-by-month file of any complaints of irregularities in public assistance.

We tried to say this publicly before: that, if there is anybody who has a suspicion, real or imaginary, we would be more than glad to investigate thoroughly and reinvestigate if necessary to their satisfaction and to the community's satisfaction.

Senator BYRD. I know that you can get a lot of false reports and I am sure that no one doubts your honesty and sincerity, Mr. Shea, in what you have said, and I realize in a program this large things like this will happen.

I do think that there is a little smoke here, and where there is a little smoke there probably will be found a litle fire.

Mr. SHEA. We are very desirous of putting out those fires too, sir.

Senator BYRD. As I indicated, the person who made the call was a welfare worker but not one of your welfare workers, a welfare worker from outside the District, and I think you are probably cognizant of the testimony given yesterday by a native Washingtonian who said that he knew of wives whose husbands worked but did not come home so the wives could continue to draw public aid; said that he had seen people on public assistance spend what money they had for liquor and that these were poor people whose children have no food and no clothes and that sometimes they don't know how to spend their relief checks for their children but they know better than to spend it for liquor.

He said that in other cases families live at two addresses so they can be mailed two checks. And he said that he had told investigators about the free riders but he had never noticed a correction.

Mr. SHEA. May I comment on that, Senator?

Senator BYRD. Yes.

Mr. SHEA. I referred a few minutes ago to the files we keep in our office about any complaints and I had one of our staff, after I had read that comment in the paper—I believe that was last night or this morning—and our files have no record of this man having called our office. This doesn't necessarily mean he talks to me or any other person in administration. If he talks to a clerk, we have a designated form which they fill out and on which they make very specific reference as to whom they referred the case to and from whom they expect a report.

Senator BYRD. He said he had told investigators.

Mr. SHEA. Yes, sir. The same thing would apply, and investigators, I would presume he means the social workers or the investigators in the Public Assistance Division.

Senator BYRD. Could it be possible that the investigator failed to follow through on this?

Mr. SHEA. Oh yes, sir; it is very possible sir. And——

Senator BYRD. Failed even to record the report.

Mr. SHEA. Yes, sir. That is possible. But I do think the same system that is set up in our office is also in effect in the Public Assistance Division and I had the Acting Division Chief there check as to whether she had received any complaints by telephone or in writing from the man named or if there were any anonymous telephone calls which they could piece together that would seem to be this man, and they have no record of having received a telephone call at any time in the agency specifically mentioning any complaints.

Senator BYRD. Mr. Shea, you know the gentleman's name.

Mr. SHEA. Yes, sir.

Senator BYRD. Because it was in the press release.

Have you asked any of your investigators to go see this gentleman?

Mr. SHEA. Not yet, sir.

Senator BYRD. And talk with him?

Mr. SHEA. Well, sir, there is but one thing we could do in the short time and that was to get the Acting Division Chief to make this inquiry, and she not only is going to make this paper inquiry but she is going to check with the workers and the specific worker, caseworker, who works in the area to which this man refers. I believe this man—in addition to the Division Chief making arrangements with the individual social worker who operates in this area, our office has made

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arrangements to personally talk to this man at the earliest possible date.

Senator BYRD. Fine. I couldn't question the sincerity with which he made this statement because he evidently must have realized that he was making a statement that would appear in the press and when it did appear in the press, I am sure he was aware of the fact that he wouldn't be very popular with some of the folks around him. So I don't believe that the individual would just come before this committee and make a statement of that kind without some factual basis, and I know that you will have you investigator, probably you yourself——

Mr. SHEA. Yes, sir.

Senator BYRD. You yourself personally——

Mr. SHEA. I know this gentleman. At least I have met him on one occasion and I certainly will talk to him personally.

Senator BYRD. I think it might be helpful if you will talk with him.

Now, we have another rollcall and I think we have gone about as far as we can go today.

Suppose we go over until 10 o'clock Monday, Mr. Shea, and we should be able to complete our hearings as far as your Department is concerned with not too much more time. I would like to see the transcript of the testimony that has been taken thus far.

Let us make it Tuesday morning at 10 o'clock. Do you have any further comments at this point?

Mr. SHEA. No, sir.

Senator BYRD. Thank you, Mr. Duncan, and General Clarke. I thank the members of the staff. Thank you, Mr. Shea and gentlemen, and members of the working press.

(The following was received for the record:)

(See P. 261)

AUGUST 18, 1961.

Hon. ROBERT C. BYRD,
U.S. Senate, Washington, D.C.

DEAR SENATOR BYRD: Knowing of your support and assistance in the formation of our Canine Corps, I felt that you would be interested in the attached resolution which I received this morning from Superintendent James S. McAuliffe, Montgomery County Police Department. This resolution was passed by the Montgomery County Council in session on August 8, 1961.

The five cases enumerated in the resolution are fine examples of the work being performed by this new unit of our Department. I am very pleased with the results being obtained and look forward with optimism to the future use of our Canine Corps.

With sincere appreciation for your support of the Department and kindest personal regards, I am,

Sincerely,

ROBERT V. MURRAY, *Chief of Police.*

POLICE CANINE CORPS

(See P. 261)

RESOLUTION NO. 4–2601 RE COMMENDATION—ROBERT V. MURRAY, CHIEF, METROPOLITAN POLICE DEPARTMENT

Whereas Robert V. Murray, Chief, Metropolitan Police Department, has rendered valuable assistance to the Montgomery County Police Department by volunteering personnel and trained police dogs from the Metropolitan Police Department's Canine Corps, to assist in the search for lost children, detection of crime, and other acts as more specifically set forth herein, and

Whereas the excellent work of the Metropolitan Police officers and the trained Canine Corps dogs have been instrumental in the decision of Montgomery County to establish its own canine corps: Be it

Resolved by the County Council for Montgomery County, Md., That Robert V. Murray, Chief, Metropolitan Police Department, and the police officers of the Canine Corps be congratulated and commended for their excellent work in assisting the Montgomery County Police during the past several months in the following cases:

1. On January 16, 1961, April 4, 1961, and July 25, 1961, by tracking criminal suspects in assault cases through wooded areas and over difficult terrain, to the point where the suspects were apprehended.

2. On April 4, 1961, by tracking a mental patient in the vicinity of a sanitarium through a wooded area thereby assisting in the subsequent location of the patient.

3. On August 5, 1961, by tracking a 3-year-old child who was lost in a wooded area near Boyds, Md., thereby assisting in the location of the child, who was returned safely to his parents.

The clerk of the county council is hereby directed to send a copy of this resolution to the Board of Commissioners, District of Columbia, and to Chief Robert V. Murray.

A true copy.

Attest:

LAWRENCE E. SPEELMAN,
Clerk, County Council for Montgomery County, Md.

AUGUST 8, 1961.

COMMITTEE RECESS

Senator BYRD. The committee will stand in recess until 10 o'clock Tuesday morning.

(Whereupon, at 4:35 p.m., Friday, August 18, 1961, the committee recessed, to reconvene at 10 a.m., Tuesday, August 22, 1961.)

DISTRICT OF COLUMBIA APPROPRIATIONS FOR 1962

TUESDAY, AUGUST 22, 1961

U.S. SENATE,
SUBCOMMITTEE OF THE COMMITTEE ON APPROPRIATIONS,
Washington, D.C.

The subcommittee met, pursuant to recess, at 10:05 a.m., in room F-39, the Capitol Building, Hon. Robert C. Byrd, of West Virginia (chairman of the subcommittee) presiding.

Present: Senators Byrd, McGee, and Schoeppel.

DISTRICT OF COLUMBIA

DEPARTMENT OF PUBLIC WELFARE

STATEMENT OF GERARD M. SHEA, DIRECTOR; ACCOMPANIED BY GUY W. PUNTCH, ADMINISTRATIVE OFFICER; DONALD GRAY, PROGRAM OFFICER; HENRY C. LAJEWSKI, SURVEY AND ANALYTICAL STATISTICIAN; WILLIAM R. GALVIN, RESOURCES AND COLLECTION SECTION; DAVID P. HERMAN, BUDGET OFFICER, DISTRICT OF COLUMBIA GOVERNMENT—Resumed

GENERAL STATEMENT

Senator BYRD. The committee will be in order.

Good morning, ladies and gentlemen.

Mr. Shea, you have had the opportunity to take another look at your budget over the weekend. Have you come up with any additional ideas as to where further economies might be initiated?

Mr. SHEA. Senator, may I recapitulate where we were at the time of our last session?

Senator BYRD. Certainly.

PROPOSALS FOR REDUCTIONS IN LARGE FAMILY BUDGETS

Mr. SHEA. The suggested possible savings would be grouped under three headings, according to our previous testimony. First, would be revision of budget for large families. The average family on public assistance at the present time includes 3.6 children. In order to effect a saving, it is proposed to reduce the budget standard for the larger families. This would be done by reducing the allowance to families of four children and above by $2 per child on a progressive basis with the exception that no child will receive less than $10. For the remainder of the fiscal year, namely, the 9 months, it is estimated that this would

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result in a savings of approximately $79,789 local money. There is also concurrently with this a savings of $123,836 Federal money, because the local money is spent to earn the Federal money.

Senator McGee. That $123,000 is in addition to the $79,000?

Mr. Shea. Yes, sir; because this is Federal money. The $79,000 is local money.

SAVINGS UNDER AMENDMENT TO SOCIAL SECURITY ACT

The second possible saving was the recent amendment to the Social Security Act, 1961.

One June 30, 1961, the President signed Public Law 87-64 amending the Social Security Act.

The new law makes additional Federal funds available for a temporary period—effective October 1, 1961, through June 30, 1962, in old-age assistance, aid to the blind, and aid to the permanently and totally disabled.

It establishes Federal sharing in the first $31 instead of $30, of the average monthly payment, with an overall maximum of $66, instead of the $65 per recipient.

If the Department's caseload and grant average estimates for fiscal year 1962 hold true, this increase in the amount of Federal reimbursement is expected to result in the receipt of an additional $90,000 in the District of Columbia.

REDUCTIONS IN RESTORATION REQUESTS

The third item was what we referred to as restorations. First was Public Assistance Division, urban renewal program in the second precinct which was $49,949; the second was Junior Village medical program $24,000; the third was Children's Center work program $48,661. The total figures amount to $292,399.

The $90,000 for increased Federal reimbursement and the item reducing the large family budget, $79,789, would be reductions in the House allowance for the public assistance activity.

So that is a recapitulation as to where we have been at the time of the previous hearings.

ADDITIONAL POSSIBLE REDUCTIONS

We have given some consideration to other ideas for possible savings. They would be two of the possible suggested savings.

First would be the voucher payment plan for rent and food under "General public assistance."

Under established accounting procedures in the District of Columbia, it is proposed to issue monthly a voucher in favor of the landlord of each recipient and another voucher in favor of any establishment in the District authorized to sell groceries.

These vouchers would stipulate the amount, the period of time, and the person for whom rent is paid or who is to receive the groceries.

Upon presentation to the Finance Office, a check will be drawn payable to the landlord or the grocery establishment in the amount of the vouchers.

In order to insure a minimum of control, the District government will attempt to enter into agreements with participating grocers stipulating that only groceries would be sold and that no cash would be issued.

Clients would continue to receive monthly checks for their clothing, household, and personal allowance.

SAVINGS IN ADMINISTRATIVE PERCENTAGE REDUCTIONS

It would have to be understood that the administration of this program will add to the administrative costs. In order to meet this within funds available for general public assistance, there will have to be an administrative percentage reduction in grants. While this cannot be firmly established at this time, it is not believed that this would exceed an estimated 5 percent.

Senator BYRD. What would a reduction of 5 percent amount to?

Mr. SHEA. The average grant now is for a person on general public assistance, I believe it is about $74.47 a month, so it would be about $3.70 a month.

Senator BYRD. What would be the total in dollars and cents?

Mr. SHEA. That would be saved?

Senator BYRD. That would accrue from the 5 percent reduction?

Mr. SHEA. An estimated $66,000 saved.

Senator MCGEE. $66,000?

Mr. SHEA. An estimated $66,000.

Senator BYRD. You may proceed, Mr. Shea.

Mr. SHEA. These costs would involve such factors as additional personnel costs in the Disbursing and Finance Offices; supplies, printing, and postage, as well as required staff to insure proper enforcement which would be identified with our department.

ESTIMATED SAVINGS UNDER CEILING ON PUBLIC ASSISTANCE GRANTS

The other possible way of effecting a saving would be by the imposition of a ceiling.

According to our best available information, there are 20 States that have imposed a ceiling on public assistance grants. Of the States which have ceilings, there is no State that has a ceiling lower than $81 per month, Florida, and the highest ceiling is $275, Washington. In addition, according to the chart that has been placed in the record, there were eight States which did not establish a family maximum but did place a maximum payment for each child.

If the District of Columbia were to impose a $275 ceiling, it is estimated that this would result in a $25,000 saving in local money for the remainder of this fiscal year, 9 months, based on the current budget standard now in operation.

Senator BYRD. What would be the saving in the Federal share?

Mr. SHEA. About $39,000.

Senator MCGEE. That is in addition to the $25,000 local money?

Mr. SHEA. Yes; that is in addition to the $25,000. This would be based on the current budget standard now in operation. However, if the budget standard for larger families should be revised downward, the savings would be insignificant. There are 110 families now receiving $300 or more per month.

RESULTS OF REVISED CASELOAD ESTIMATES FOR 1961 AND 1962

We have also, Senator, looked at our public assistance caseload estimates.

At the time the budget was prepared and sent to the House the public assistance caseload for the first 8 months of fiscal year 1961, the caseload was increasing at a rate of 108 cases per month. On this basis we estimated that by the end of the fiscal year 1961 we would have 13,222 cases, as set forth on page 861 of the hearings of the Subcommittee on Appropriations, House of Representatives. Our actual experience has shown that at the end of the year there were 12,882 cases or 340 less than the estimate.

Using this revised base we have reestimated the average number of cases per month anticipated for the year 1962. We have done this over a 3-year period rather than a 5-year projection estimate. This results in an estimate distributed by categories as follows:

Old age assistance	3,036
Aid to dependent children	5,748
Aid to the blind	216
Aid to the disabled	2,847
General public assistance	1,646

This calculation estimates a yearly grant from local funds per case as follows:

Old age assistance	$240.60
Aid to dependent children	710.35
Aid to the blind	321.85
Aid to the disabled	380.27
General public assistance	893.49

The revised estimate, therefore, indicates that local funds required for public assistance in fiscal year 1962 will be $7,300,592.

Senator BYRD. Would you repeat that figure, please?

SAVINGS UNDER REVISED ESTIMATE FOR PUBLIC ASSISTANCE

Mr. SHEA. The revised estimate, therefore, indicates that local funds required for public assistance in fiscal year 1962 will be $7,300,592. This is $384,597 less than grant funds approved by the House.

Senator BYRD. That would be the local fund reduction?

Mr. SHEA. Yes, sir.

Senator BYRD. What would be the saving in Federal funds?

Mr. SHEA. I would say approximately $597,000. This is the absolute maximum savings that we can estimate.

This is an overall average rate of increase of 83 cases per month. It was our assumption that if the same rate prevailed during the balance of fiscal year 1961 and had continued into 1962 that the net caseload monthly average increase would have exceeded even 108 cases a month by a considerable figure.

In the light of the uncertainties of the coming year a reduction of approximately $350,000 might be a safer figure in order to avoid requesting a supplemental.

Senator BYRD. Instead of the $384,000?

Mr. SHEA. Yes, sir. This is again an estimate and we are not certain what is going to happen to the caseload in this fiscal year. It might repeat the pattern of 1961 when it exceeded any estimate.

Senator BYRD. You are suggesting that the reduction be $350,000 instead of $384,000 and that that might preclude coming in with a supplemental request?

Mr. SHEA. Yes, sir, because of the consideration of the caseload, which might be beyond that we think it will be.

Senator BYRD. What kind of a Federal saving might result from the reduction of $350,000 in local money?

Mr. SHEA. I would say in the neighborhood of $545,000.

SUMMARY OF TOTAL ESTIMATED SAVINGS IN WELFARE BUDGET

The total suggested possible savings, therefore, would be, using all these figures we have compiled, $292,399, and all other savings other than grants, and the grants would be a suggested saving of $350,000 or a total of $642,399.

Senator BYRD. In local money?

Mr. SHEA. Yes, sir.

Senator BYRD. What would be the concomitant saving in Federal?

Mr. SHEA. Approximately $700,000 in Federal money.

Mr. LAJEWSKI. Not necessarily.

Mr. SHEA. Well, about $450,000—$500,000 of Federal money.

Senator BYRD. Could you give us the precise figure?

Mr. SHEA. May we supply that?

Senator BYRD. Yes, indeed.

(The information referred to follows:)

Federal money saved by reduction of local funds for public assistance is estimated at $669,000.

CATEGORIES CAUSING CONCERN

Mr. SHEA. If I might mention, Senator, we have been concerned for some time, as everybody is, about the same two categories of assistance, aid to dependent children and general public assistance. This experience in the District is not unlike the experience that virtually every urban area is experiencing, namely, a considerable increase in these two categories and if it would be at all possible, we would like to find a reasonable package of money that would enable us to concentrate particularly in these two categories, but in any other area where there is a reasonable likelihood of constructive rehabilitation. I think that all of us want to try to avoid any punitive approach with respect to anybody who is eligible under the existing regulations, but at the same time, we want to be sure that there is nobody there who should not be receiving public assistance.

EFFECT OF CONSTRUCTIVE CASEWORK

Experience has shown that if there is a concentrated effort put on intensive, what we refer to as casework, there can be a constructive removal of people from the caseload. Again, it goes back to the general public assistance category we talked about at considerable length as to the fluidity and type of people in this category and the aid to dependent children, with the mothers of young children.

Senator BYRD. If I may interrupt, Senator McGee has to attend another meeting shortly and I think we should yield to him.

EFFECT OF SAVINGS ON PROGRAM

Senator McGee. There are only two things I want to go over with you, Mr. Shea. I think it is very commendable that every effort is being made on the part of the Chairman and through your office in cooperating to save every needless dollar of expenditure that can be saved. My real concern is how much we are really saving or how much we may be cutting into the meat of the program. I think that there is a welfare need in the District, and I want to make sure that you are satisfied that the savings you have projected here do not materially impinge upon the success of the welfare responsibility in the District. Is that your judgment?

Mr. Shea. Yes. I think unless there is something of a very dramatic or drastic nature that happens, we will be able to live within the amount of money made available for public assistance.

ADVISABILITY OF CEILINGS

Senator McGee. For example, I wonder a little—and I have talked to Senator Byrd about this—about the ceiling that you have proposed putting on. In some instances, you talk about a theoretical $275 ceiling, because that happens to be the highest in Washington State, which is perhaps better than the lowest in Florida.

Mr. Shea. Yes.

Senator McGee. It occurs to me that this imposes a penalty of sorts on any child that has the misfortune to come along later in the family over which he has very little control, I would suggest. There must be a minimum point where the theory of cheaper by the dozen runs out, because if you follow that theory out ultimately, then the largest possible family ought to be free—that is, there ought to be no cost. Somewhere there is a point where you dare not cut it any lower for large families.

The question that I really raise is whether this is the way to go at enforced savings in a program, and thus abandon the need of the large families.

FAMILIES RECEIVING LARGE GRANTS

Mr. Shea. Well, we have made this suggestion. Of course, I think we have done it because we feel that, first, there are not too families receiving above this $300 grant.

Senator McGee. You said 110?

Mr. Shea. 110 families; yes, sir. I think that there are other items being made available to these families, specifically the surplus food program, which is of a very substantial nature now in the District of Columbia, so that there is at least this added income in kind made available in rather substantial amounts to the large family. It approximates, I believe, in the neighborhood of $60 a month in actual food value that the largest family would get.

Senator McGee. Is there a point of diminishing returns? Do you have any studies which suggest at which point the size of the family produces no more collective benefits?

Mr. Shea. No, sir; we do not have any studies, but I think this approach would certainly force us—I mean not be forced necessarily, but we would evaluate this ceiling if it were to be imposed, very carefully and we would report back if there were to be any hardships

imposed. We do not know at the moment because—it has been since 1957 that we have had any ceiling. We will look at it and report back very carefully if there is any hardship imposed.

BENEFITS OF SURPLUS FOOD PROGRAM

Senator McGee. The basic thesis, then, is that after four children—I may have a conflict of interest here because we now have four and no more anticipated at the moment—but from four on, there is an accrual of other benefits to the family?

Mr. Shea. Not only to the four and on, but there are benefits to all families as a result of the surplus food program.

Senator McGee. But the reason for the ceiling is that there is an extra accrual on the basis of cheaper by the dozen?

Mr. Shea. Yes, sir.

Senator McGee. Perhaps a year from now we might have available your experience to suggest when this runs out?

Mr. Shea. Yes, sir; we will be able to tell.

Senator McGee. On two dozen we ought to be able to cut it down still more.

Mr. Shea. Yes, sir.

Senator McGee. That is the reason I raise a very serious question about whether ceiling is the way to take care of the welfare of individual children in large families, whether we may not be imposing on them a stricture of conditions that might not be to their benefit.

Mr. Shea. We will evaluate it, Senator, and we will report back next year.

QUESTION ON TESTIMONY PRESENTED

Senator McGee. I also read in the report, after I had to leave on Thursday, the transcript of testimony of Dr. Scott, which had some interesting statements in it. I am sorry that I had to miss that particular testimony, Mr. Chairman. I had been there all afternoon on some of the educational things and I had another meeting. You rescued me at the moment.

But I was disturbed at the profile of the welfare program that Dr. Scott left on the record. Have you had a chance to examine his testimony?

Mr. Shea. Yes, sir.

Senator McGee. Would you comment for my benefit on it?

Mr. Shea. Yes, sir.

CONTACTS OF WITNESS WITH WELFARE DEPARTMENT

I talked to Mr. Scott on Monday morning from approximately 8:50 to 9:50. I asked Mr. Scott if he would have any objection to my having somebody take down the essence of what the questions were and what his answers were. I asked him specifically if he had reported any case to our office or to the Public Assistance Office and if he did, when did he do it first and when did he do it last. He indicated that he called the Public Assistance Division 2 years ago this past June on the telephone and that he had reported his—he had indicated that it was an anonymous telephone call. He did not remember the name of the person to whom he spoke. He also indicated that he has had no

contact with our office any time in the past 2 years and approximately 2 months.

REFUSAL TO DIVULGE NAMES

I asked him specifically if he would give me the names of anybody about whom he was suspicious as having been on public assistance at this time. He said he would not feel free to give me the names, because the neighborhood in which he lives is a very difficult area, or some wording to that effect. He would not want to run the risk of being personally injured because of having revealed any information by name.

CHECK OF MISSION FILES

I asked him if he would allow us to send to this office—rather, to his mission as he calls it, one or two or our staff to check what we refer to as the admission cards to this facility. He said he had no objection to that. We sent our Director of Research and a statistical clerk, with his permission, to his facility, which is actually at 38 I Street NE. We asked his permission to look at the names of the people who had been registered there the previous night, which was this past Sunday night. At that time, there were 38 men registered, he said.

He indicated that the names were put on a 3-by-5 card, basically the information was related to their name, their local address, any other address they might have, because he felt—rather, he said he would want to deal with people who are transient rather than local, and occasionally he requested information as to whether they were on public assistance and whether they were not on public assistance.

The impression that I received from his final question was, if they were on public assistance, they therefore have an income and therefore should not be in his home.

RESULTS OF CHECK WITH WELFARE RECORDS

Now, we have gone to our Public Assistance Division and have pulled out the official records of 14 of the 38 names he gave us.

Senator McGee. Fourteen?

Mr. Shea. Fourteen, yes, sir. The majority of the 14 cases have been closed. As far as we can ascertain, and this has been a very quick check and we are continuing to check it in detail, there was one case active on GPA and there was one applicant for aid to the disabled. This latter case, of course, is not receiving public assistance, it is merely an applicant and the case is being processed.

QUESTION OF VALIDITY OF MISSION RECORDS

We have, from a valid statistical point of view, a real question as to whether these 3 by 5 cards have any significance. Lodging houses or missions—and we have two of them under our own supervision—have difficulty maintaining accurate records. We have tried to maintain as close as we possibly can as to who these people are and where they come from in our facilities, because we have a regulation in our lodging house that no man may remain beyond 3 consecutive nights. This is the means we use for making sure this man identifies himself and we can be sure if he comes back two more occasions that we can get rid of him.

Some of the information he has in his cards has not stood up on our check. As a matter of fact, one name which he gave and the birth date which he recorded, which we checked in our PAD files, and this is very slight information, I recognize—namely, the date and the birthplace and a reference to his place of birth—our records indicate the man died last April, so he could not have been in this lodginghouse last Sunday night. That is the only information we have to date on his inquiry.

REASON FOR WITNESS' RELUCTANCE

Senator McGee. What you found in checking his testimony, as well as the validity of his observation, is, No. 1, he had not been in touch with your office for 2 years——

Mr. Shea. Yes, sir.

Senator McGee. Next that he not only has reluctant, but actually did not upon request supply the names of the malingerers?

Mr. Shea. Yes.

Senator Byrd. Do you not think, Mr. Shea, that most individuals would be reluctant to reveal the names of other persons?

Mr. Shea. Yes, he gave the reason that he has to live in this area and there is no question about it, it is a very difficult area.

Senator McGee. I want to question about that in a moment. The last point you made is that when you did have a checking of the rolls for last Sunday night, there is reason to believe that the little file he keeps in his mission might be open to question in terms of its accuracy or validity?

Mr. Shea. That is right.

NECESSITY OF EVALUATING COMPLAINTS

Senator McGee. The reason I lend some credence to your second point, the fact that he gave you no names, is that we are all mindful of the sensitive question that this really is. However, in the interests of the kind of complaints we receive in this program, somewhere, somehow, along the line, there either has to be documentation or we have no basis for real substantive corrective measures especially on observation by a witness that is very extreme, and whose objectivity or accuracy of observation we have reason to question.

Now, since the hearing on Thursday, I have been approached by two individuals, both of them asserting the same thing: That the District's welfare program is filled with flagrant abuses. The one person said "In fact, I know of a case of one of the recipients who has a job over in Virginia." I said, "I know the committee would be interested in this. I am sure the Department would be interested in it; should that be true, they will cut him off. Let me have the name." Well, this lady had only heard there was that case, one of the neighbors had told her. I said, "Well, you get the name from the neighbor." She replied that her neighbor did not know the name because it was told to her by someone else.

This is pretty flimsy stuff upon which we can be called upon to try to tighten the screws in the system. Yet it is this sort of thing that is sensational.

I had a second lady come to me on Friday night at a little reception and she said, "Senator, I read where you have been sitting in on some

of the District Subcommittee meetings. I want you to know that as an individual who does volunteer work around some of these places, there is a case of a man who drove up in an air-conditioned Cadillac to receive his welfare check."

We tried to run this back. Well, it was nothing that she had observed, but it was a story that was going around. As near as we can tell what it was, was a bona fide case where a neighbor, who happened to have a Cadillac, brought the fellow in to pick it up because he was a cripple and could not get in any other way. It was a neighborly service that was performed.

But here again was a sensational story that had this lady all stirred up and she was sure the Welfare Department is filled with this sort of thing. We have to try to keep our heads on this and assess the program for what it is. Because I am afraid that otherwise, we would have a tendency to throw the baby out with the bath as we try to clean up the program.

GENERAL OPINION OF DISTRICT OF COLUMBIA WELFARE PROGRAM

From what reading I have been able to do, I gather that the District welfare program is often held up as a model program. That is, it is one of the better programs around the country as a whole. You are in the profession as such. Is this an opinion that you have heard given?

Mr. SHEA. Well, I think there are two extremes here. We have been criticized because we have not been more liberal in terms of determining who would be eligible for our program. On the other hand, I think that, thanks to people outside the Department and to the staff of the Department, there have been rather substantial advances made in the program. I think that there are more people having their basic needs met now much more adequately than they had been in the past. There has been a careful look at trying to advance the program constructively in as many areas as possible. We certainly do not apologize for our institution program and for our child welfare program and neither do we apologize for public assistance, except that again I think it is a question of who is asking the questions sometimes. We are criticized because we are too tight on the one hand and too liberal on the other hand.

But generally speaking, I think that the position of the District government with respect to its public assistance program, it does not have to apologize to anybody.

Senator MCGEE. I would think that in a sense, because it is the District, the Nation's Capital, it is a little more than usual on the spot. In a way, it is unfair that it has to perform a little above the average, that it is a kind of showcase, being the Nation's Capital, even much more than that. So that what the ceiling may be in Washington State, for example, what they may do in New York City, as given in some of the testimony supplied, is not necessarily our ultimate answer here in the District.

EXPENDITURES OF WELFARE FUNDS FOR LIQUOR

I noted in Dr. Scott's testimony that he has watched from his observation post the numbers of recipients that slip into the corner saloon and the liquor store around the corner and spend all their welfare money at the expense of the family. I suppose it is the history in this

kind of business, that no matter how fine or meaningful any program is, you are always going to have malingerers, people that will take advantage of it.

Mr. SHEA. No question about that.

Senator MCGEE. Your hope, would it be fair to say, is to cut them down to the very barest minimum in numbers?

Mr. SHEA. Yes, sir.

Senator MCGEE. This requires enforcement personnel.

Mr. SHEA. Yes, sir.

Senator MCGEE. That is why it seems to me that the more we can do in an enforcement line, rather than try to enforce a greater rigidity of standards by ceilings, which we are talking about here, would be the fairest and the most realistic approach as far as the welfare program goes.

Well, I wanted to find out from you those few things in terms of your observation from your experience, because I wanted to make sure that we were meeting our proper responsibilities.

DIFFICULTIES OF MISSION OPERATION

Mr. SHEA. I think, with respect to Mr. Scott, the man is living, as we all know, in an area that is about to be demolished, between G Street and N Street NE., North Capitol and First Street NE., and he is very much aware of these harsh realities where he lives. He is trying to do a very excellent job under some very, very trying circumstances. I think that his goal, his philosophy, is excellent with respect to disadvantaged people. I think that—and I can appreciate his not wanting to give us the names, because he does have to live with this situation and apparently he plans to live with it the rest of his life. He is a relatively young man and, although he is physically going to have to move from where he is now, he plans to relocate somewhere in the neighborhood of 12th Street NE., as I remember he said the other day. I am not too familiar with that neighborhood, but he is going to have problems in that neighborhood, I am sure, as he is presently where he is.

QUESTION OF CEILING

Senator MCGEE. The burden, then, of my concern on this is that I want the record to show that I raise serious questions about regulating the impact of this program on the basis of a ceiling imposed on the grant of any single family. I think it is sincerely open to question. I think we ought to make due allowance in here for the special program, the peculiarities of the program that belongs to the District itself. We should emphasize the fact that it is the District, and consider the make-up of the District, which places it in a far different category in many respects, even in the composition of its actual population, than I would think almost any other large city of comparable size.

Finally, in our general concern to eliminate excess expenditures in this area, we must see that we do not cut away the meat of the program, that we meet first of all the obligations of welfare and expect some—I suppose we could say—occupational hazard for the abuses. and only strive with all the diligence we have to hold those abuses to a bare minimum.

Mr. SHEA. This we will try to do.

Senator McGEE. I want to commend you on it, and I would hope, Mr. Chairman, it would be appropriate if we were to include in the record at this point a couple of very short items. Perhaps you were intending to put in the correspondence of the League of Women Voters?

Senator BYRD. Yes; I am going to ask some questions in connection with that correspondence.

Senator McGEE. I will not be able to be here for that, but I did read the correspondence and I think it ought to be in the record.

CHECK WITH WELFARE OFFICIALS IN STATES

Senator BYRD. I think the Senator from Wyoming would also be interested in that. I am going to call the officials of the welfare departments in cities mentioned in that report of the League of Women Voters.

Senator McGEE. I think the Senator is displaying his usual thoroughness in leaving no stone unturned in attempting to be fair and in getting at the root of the complex items of this question. I commend him for that.

I would like to include another item or two at this point, but I will get my aid to bring them over and not take any more of your time. We are having an executive meeting of the Interstate and Foreign Commerce Committee that started 15 minutes ago and I should try to make it.

(The information referred to follows:)

[From the Washington Post, Aug. 20, 1961]

DISTRICT OF COLUMBIA PLAN IS THREATENED

(By Eve Edstorm, staff reporter)

Washington's relief program, which fell substantially short of meeting minimum needs of the poor before it was improved in 1958, is now in danger of being curtailed in at least one vital sector.

Specifically, food allowances of large families on relief are in jeopardy as a result of a current hearing being conducted by Senator Robert Byrd, Democrat, of West Virginia, chairman, of the Senate Appropriation Subcommittee handling District Government finances.

Yet it was because of the hundreds of hungry people on relief—people who were expected to live on grants 22 percent below a budget based on rock-bottom food standards—that Congress enacted welfare reforms 3 years ago.

These reforms had been sought for years by spokesmen of private agencies which found themselves in the direct relief business because of the District's deficient public programs.

Among these reforms were the lifting of a $200 monthly ceiling on relief grants and authorizing relief payments based on 100 percent of a minimum subsistence budget.

The arguments in favor of these measures boiled down to this:

The $200 limitation penalized children of large families because no funds, in excess of the ceiling, could be allowed for them while grants were made to children of small family units.

It was unfair to set family budget standards based on minimum needs and then authorize grants that fell 22 percent below these needs.

The subcommittee which has been scrutinizing the city's welfare budget has indicated that the ceilings should be reimposed. In the home State of Senator Byrd there is a $165 ceiling on monthly grants.

While District Welfare Director Gerard M. Shea has made no such recommendation, he has proposed a progressive reduction in the food allowances of all family members in excess of four.

The reduction would be $2 monthly and would work this way: If the fourth family member is allowed $23 monthly, the fifth family member would receive $21, the sixth would receive $19, and so on.

This proposal is based on the theory that larger families can buy food in quantity and consequently obtain savings.

UNWISE BUDGETING

However, over and over again it has been pointed out that many relief families live on a day-to-day basis, do not know how to budget wisely, and may not even have an icebox for storage. In some instances, mothers have been found who did not know the difference between 25 and 50 cents.

It is the social inadequacies of these families that is at the root of difficulties now facing welfare administrators throughout the country in the wake of the furor over the controversial Newburgh, N.Y., welfare code.

As has happened in the District, welfare costs have mounted because cities contain an increasingly disproportionate number of disadvantaged people with large families.

These families receive Federal-local relief grants but are given little, if any, rehabilitative services. Consequently, their dependency has been perpetuated for two and three generations.

EDUCATION NEEDED

Yet at both Federal and local levels welfare administrators have had a difficult time in attempting to sell appropriations bodies on the need to provide trained workers to help these families become self-sufficient.

Instead, as happened in Newburgh, efforts are directed toward reducing relief costs by enacting measures which will keep people off relief.

In the District, the Senate District Appropriations Subcommittee is looking at how the spiraling relief costs, particularly in the aid to dependent children and general public assistance categories, can be reduced.

Senator Byrd has made clear that he believes the deserving needy should be helped.

But the implication is that the city's relief rolls contain a fair number of freeloaders, people who could go to work but are misrepresenting themselves to qualify for relief.

Yet the District has one of the strictest relief programs in the country.

JOBLESS EXEMPTED

Unlike many States, the District has no program to aid families of the unemployed. If a man is considered employable but can't find a job, his family can receive no help.

However, Washington does have a general public assistance (GPA) program supported from local funds. To qualify, a person must be certified by a Health Department medical team as being unable to work temporarily. If the recipient is totally disabled, he is transferred to the Federal-local category of aid to the totally disabled.

Senator Byrd indicated that the GPA rolls may contain many employables. He cited the case of a former Government clerk-typist who has been drawing a relief check for months but who regularly seeks work at the U.S. Employment Service. Byrd said the man was barred from Government employment because of homosexual activities.

While Shea noted that there always is the possibility that some ineligible persons may be drawing relief checks he emphasized that all GPA recipients are certified by medical experts not in the employ of the Welfare Department.

MISFITS CROWD ROLLS

GPA rolls, he said, have risen because of the increasing number of social misfits, alcoholics, and psychiatric cases whose employability is questionable. GPA cases went up from 573 in 1956 to 1,479 in the 1961 fiscal year.

To ferret out welfare recipients who have misrepresented themselves, the District Welfare Department has a squad of 15 investigators.

In its 6 years of existence, the squad has turned over 50 cases to prosecuting attorneys but only 6 of these contained sufficient grounds for prosecution under the criminal fraud statute.

This is despite the fact that it is suspected that an able-bodied man may be in the house. If such a man is in residence, he is presumed to be responsible for the support of the family even though the children may not be his. The family then cannot qualify for relief.

Furthermore, should an illegitimate child be born after the mother qualifies for relief, she must name the father and seek a court order for support of the child from him or her relief grant will not be continued.

Despite such restrictions, however, relief cases have increased here. In the last decade, all categories of aid have increased from 6,485 cases to 12,494 with the biggest jump, from 1946 to 5068, in the aid to dependent children category.

Dollarwise, the cost of the relief grants in local funds has increased from $2.4 million in 1950 to $6.7 million in 1961. There has been a steady increase over the years but the largest jump occurred after Congress broadened the relief program in 1958.

NO LEGISLATION ON UNSOUND BASIS

Senator BYRD. Let me assure the Senator from Wyoming that the chairman of this subcommittee does not intend to appropriate on the basis of rumor. I have served on the Finance Committee of the West Virginia House of Delegates before I came to the U.S. Senate. I served on the Finance Committee of the West Virginia Senate before I came to the Congress. In dealing with finance committee matters in the State of West Virginia, we came across these same problems and the same kind of rumors. So I want to make the record clear, too, in case anyone might misunderstand the intent, the purposes, the motives, and actions of the chairman or of the subcommittee or of the full committtee, that this subcommittee and the full Committee on Appropriations will not appropriate on the basis of rumors, nor will they appropriate through the newspapers. I have spent many, many hours in connection with this welfare budget. As a matter of fact, I think I have let all of my work go as it pertains to West Virginia and my constituents there for the past 10 days or 2 weeks. I have prepared diligently for the conduct of these hearings and I was up until 2 o'clock this morning studying the transcript of the hearings of last week. I spent all day Sunday on those hearings and it might be well for the record to show that I have had lots of people call my office, come to my office and report stories, and in some instances, I have found those stories grossly exaggerated.

I take into consideration all of these things. I know what human nature is like. I have not spent 43 years on this planet without learning a little something about human nature. I think it might be well for the record to show that I have been in consultation with Mr. Shea. I had two meetings with him yesterday, and with the District Commissioners.

I think that more can often be accomplished when we work together with the persons who are responsible for the conduct of these programs, behind closed doors, and not merely looking at one another across the table.

I am glad that the distinguished Senator from Wyoming has very carefully brought out the points which have been clarified and I think this should have been done for the record. But I do want the record to show the things I have attempted to state here.

ADEQUATE APPROPRIATION DESIRED

I want the record further to show that it is not my desire to cut the welfare budget at any point where no cut is deserved. I want the appropriations to be adequate and whenever we complete our work

on this bill, I am quite confident that, generally speaking, it is going to have the approval of the people downtown who are responsible for administering it, as well as the general approval of those of us on this committee.

Senator McGee. If the Senator will yield, I hope the record will further show, and not from the chairman but from a loyal member of his committee, that there ought to be some way to get the record of the intensity and the thoroughness of the chairman's work on this bill out to the people of West Virginia. Because this is a thankless job. There are no votes here in the District. You do not have to do this. We are here because we are sustained by votes back home. And I do know—I served under a lot of chairmen.

Senator Byrd. May I correct my colleague at this point? There are several thousand West Virginians in the District of Columbia who vote back in my State.

Senator McGee. For the benefit of those West Virginians in West Virginia, this record ought to be gotten out there into those beautiful hills so that they know this record, too.

Senator Byrd. I thank you.

Senator McGee. I was reflecting the kind of public response and pressure that is brought to bear at all times, and the pressure that would be brought on me would be insignificant compared with what the chairman of the subcommittee would have to be putting up with day in and day out. I think it is all the more commendable, that you have kept your perspective in spite of all those pressures, because they involve a human equation that sometimes makes it very difficult to keep in balance through it all. I think the contribution you have made here has been very constructive and the District will benefit because of the time and labor you have put into this.

I will leave on that.

COMMENT ON LETTER FROM LEAGUE OF WOMEN VOTERS

Senator Byrd. I thank my colleague.

Mr. Shea, with reference to the letter sent to me by Mrs. Richard C. Simonson, president of the League of Women Voters of the District of Columbia, I would like not only to insert that letter in the record, but I would like also to read to you at this point in the hearing one paragraph from that letter, and I quote:

> Comparisons with selected cities recognized as having fairly good public welfare standards show that District of Columbia expenditures for agency services—

that is, public assistance and child welfare—

> have been distinctly low. For example, we gathered the following figures on total yearly expenditures in 1959 and 1960 for agency services.

Then the lady goes on to present these figures:

District of Columbia, with a population of 764,000—the population is 792,000, may I say parenthetically—with an expenditure of $15,979,279; Baltimore, with a population of 939,000, has an expenditure, according to the lady, of $26,597,586.

Denver City and County, with a population of 493,887, shows an expenditure of $19,592,655.

Milwaukee City and County, with a population of 1,036,042, expends $22,207,771.

San Francisco, with a population of 742,855, expends $25,018,626.
Seattle, with a population of 955,014, expends $20,823,741.

REQUEST FOR COMPOSITION OF FIGURE

Now, Mr. Shea, I find it difficult to identify in your budget figures the $15,979,279 mentioned here by the president of the League of Women Voters of the District of Columbia, as being the expenditure for the District.

Before I have someone call the welfare directors in the various cities, and I know that in some cases we will have to wait until this afternoon to get the information, but before I have someone call these directors, I would like you to assist the committee in identifying and pinpointing the $15,979,279.

Mr. SHEA. Is this for 1960 or 1961, Senator? I have not seen the letter.

Senator BYRD. These are the expenditures in 1959–60 for agency services. I would like to know if this figure is correct for the District of Columbia. I have asked the staff member of the committee and he is unable to identify this figure.

COSTS FOR 1960 PUBLIC ASSISTANCE GRANTS

Mr. SHEA. Well, according to our information, Senator, for fiscal year 1960, the total amount of money spent for public assistance alone, in grants, including Federal and local money, was $13,297,948.

Senator BYRD. Including Federal money?

Mr. SHEA. Including Federal; yes, sir. To this, in public assistance, would be added the administrative costs for personnel and other matters. In the District of Columbia, of course, there is a separate Child Welfare Division, which the annual appropriation is in the neighborhood of $3 million—the child welfare appropriation for 1962, for example, which is not too much different from what it is in 1961, was $3,227,000. Now it seems to me what may have been done is that they added the public assistance grants, Federal and local, possibly the administrative costs for the administration of public assistance, and what we refer to as the Child Welfare Division program of the District of Columbia. They refer to the words "agency services," and this is the general caption we use in the District of Columbia to include both public assistance in all its ramifications and child welfare in all its ramifications. So this is the closest explanation I can give without having read the letter, although I do apparently have a copy of it in my office.

EXACT 1960 FISCAL YEAR EXPENDITURE REQUESTED

Senator BYRD. You will be given a copy of the letter by the chairman of the subcommittee and I would like to request that when we meet again this afternoon, you have a precise picture of the expenditures for the fiscal year 1959–60. I want you to address your reply to the items as set forth in her letter—District of Columbia expenditures for agency services. She proceeds to say "That is, public assistance and child welfare."

Mr. SHEA. Yes, sir. This is what I think is the basis for that figure, they have combined both child welfare and public assistance.

Senator BYRD. You are being supplied with a copy, Mr. Shea. I think it is only fair that we proceed to get our facts in connection with this matter and get them direct from the welfare directors in the cities involved, just to make sure that we are all talking about the same thing. So we will return to this item later in the day.

RECAPITULATION OF PROJECTED SAVINGS

Mr. Shea, I think that it would be proper to ask you once again, and I am sorry to have to do so, to ask you once again to recapitulate the savings that are being proposed in order that we might better proceed with our interrogation of the witnesses.

Mr. SHEA. The first item is the revision of the budget for large families and that amounts to approximately $79,789 of local money and a savings of $123,836 of Federal money.

Senator BYRD. Would you repeat, please?

Mr. SHEA. $79,789 of local money, and $123,836 of Federal money.

The social security amendments, 1961 Social Security Amendments, that is the $90,000 figure, all local money.

The third, the restorations, which is $49,949 for the urban renewal program in the second precinct, $24,000 for the Junior Village medical program, and $48,661 for the Children's Center work training program.

CONTROL AFFORDED BY VOUCHER PAYMENT PLAN

We do not have an estimated figure as to what the savings might be in this voucher payment plan, but I believe we felt that approximately the same amount of money would be expended, except that there would be a reassignment of existing funds toward the grants and administrative costs for supervision. But the total amount would be approximately the same, which is slightly in excess of approximately $1,200,000 a year of local money in this one category.

Senator BYRD. While you cannot anticipate any savings, you do expect a better control over the grants?

Mr. SHEA. Over the expenditure, yes, sir. There may well be a savings, but at this time there is no way of our measuring or estimating with any accuracy what the savings would be, if any. But this eventually will be a recasting of a program which we will keep current information on and be able to report at any time it is requested.

SMALL SAVINGS UNDER CEILING

The third is the ceiling factor, which is virtually no savings, or if there is a reduction in the budget standard for the large families, because there will be virtually nobody—let me correct that. There will be very few receiving a grant $300 or more. There may be a few families receiving approximately $307 or $310, but the number will be relatively insignificant according to our existing information.

SAVINGS BY REVISED CASELOAD ESTIMATE

The third suggested savings as related to the revised estimate in terms of the anticipated caseload for fiscal year 1962, as I indicated, in the light of the uncertainties of the coming year, a reduction of

approximately $350,000 would be a safer estimate. If this were done, we hope to be able to avoid requesting the supplemental, so that the total figure would be $642,399 local money.

Senator BYRD. The $350,000 would be local money?

Mr. SHEA. Yes, $292,399 would be all local money. That is a total of $642,399.

Senator BYRD. How much Federal money would attach itself in the way of savings in connection with the $350,000 figure?

Mr. SHEA. About $545,000.

TOTAL ESTIMATED SAVINGS

Senator BYRD. So the total reduction in local moneys would be——

Mr. SHEA. $642,399.

Senator BYRD. And the total in Federal moneys would be——

Mr. SHEA. Between $650,000 and $700,000.

This is not an accurate figure, but it will be approximate.

Senator BYRD. How much of the $642,000 local is being taken from the House allowance?

Mr. SHEA. The $90,000 for the 1961 amendments to the Social Security Act and the $350,000 for the revised public assistance caseload estimates.

Senator BYRD. Are you not leaving out something?

Mr. SHEA. And the $79,789 of the revised budget standard.

Senator BYRD. Making a total of how much under the House allowance?

Mr. SHEA. $519,000.

ADC GRANTS

Senator BYRD. Let us talk about the ADC grants for a few minutes. Can you tell us how many of your recipients in this category have been with you as long as 5 years?

Mr. SHEA. Five years or less or more?

Senator BYRD. Well, let us start with five years.

Mr. SHEA. 247 cases, approximately.

Senator BYRD. Now, perhaps you will have to supply this for the record, but what is the average welfare payment going to the 247 cases in the ADC category?

Mr. SHEA. May we work at this, because this is a difficult mathematical computation?

Senator BYRD. Yes.

Mr. SHEA. We will submit that for the record.

(The information referred to follows:)

AVERAGE GRANT UNDER ADC PROGRAM

An examination of our files indicated that a total of 98 families receiving assistance as of May 1961 had been on the assistance rolls for a period of 5 years but less than 6. These families received an average grant of $154.96.

REQUEST FOR INFORMATION ON FAMILIES

Senator BYRD. I believe we would also like to have—would it be too much to ask you to supply the committee with the number of persons in each of the 247 families and the amount of the grant for each of the 247 families, plus additional information concerning the number of years over 5 in each case that the family has been receiving an ADC grant?

Mr. SHEA. Mr. Lajewski informs me here that there are, of course, a number of families who are on 5 years or more, and this will take a considerable amount of time of our statistical staff. We will make every effort to provide all the detailed information.

Senator BYRD. I do not think the hearings will be printed for 2 or 3 days.

Mr. SHEA. We will put a staff on it immediately.

Senator BYRD. Do you understand the request?

Mr. SHEA. Yes, sir, I think we have the question.

(The information referred to follows:)

List of aid to dependent children cases receiving assistance for 5 years but less than 6, May 1961

Case No.	Amount of grant	Number of persons in grant	Case No.	Amount of grant	Number of persons in grant
417-733.0	$258	7	228-683.0	$101	4
423-733.0	97	6	249-933.0	147	3
425-899.0	178	6	266-533.0	88	2
446-416.0	78	3	303-233.0	13	3
451-266.0	99	7	559-933.0	166	4
474-306.0	233	7	533-416.0	113	2
500-033.0	240	7	534-283.0	168	6
510-833.0	183	5	584-833.0	139	5
517-882.0	131	3	588-950.0	129	2
378-616.0	71	1	596-682.0	221	6
389-382.0	227	6	601-716.0	93	3
398-866.0	154	3	613-090.0	215	6
415-600.0	113	2	638-800.0	83	2
795-066.1	125	3	114-082.0	118	2
806-916.0	154	4	141-149.0	154	4
834-399.0	31	1	163-482.0	102	3
229-299.0	87	3	175-949.0	31	1
252-000.0	149	4	194-166.0	173	5
303-033.0	253	7	320-299.0	118	2
314-699.0	141	3	320-699.0	135	4
560-116.0	126	3	350-033.0	139	3
533-433.0	126	8	369-233.0	125	2
578-433.0	201	5	897-733.0	166	6
588-016.0	65	1	927-750.0	191	5
589-266.0	224	6	659-482.0	228	6
600-266.0	195	5	695-633.0	252	7
611-349.0	201	5	952-000.0	121	4
631-933.0	178	4	846-800.0	201	5
560-716.0	207	5	870-682.0	121	5
116-182.0	224	7	727-372.0	126	3
152-633.0	85	4	376-413.0	159	8
86-866.0	172	6	527-600.0	195	5
188-466.0	94	5	363-623.0	140	3
195-699.0	135	3	020-433.0	263	7
418-933.0	187	7	321-633.0	221	6
423-376.0	221	6	363-633.0	215	6
444-016.0	118	2	554-349.0	125	3
447-050.0	149	8	906-033.0	215	7
468-316.0	249	8	651-333.0	227	6
482-382.0	170	6	681-633.0	210	5
483-713.0	135	4	039-549.0	227	6
512-099.1	80	3	957-116.0	210	7
523-883.0	71	2	861-912.0	160	4
382-178.0	117	3	726-599.0	163	5
393-882.0	107	4	769-633.0	122	4
407-082.0	160	4	376-433.0	171	4
783-049.0	141	3	352-000.0	267	7
803-649.0	299	9	897-350.0	111	4
830-299.0	140	2	681-200.0	151	3

List of aid to dependent children cases receiving assistance 6 years but less than 7, May 1961

Case No.	Amount of grant	Number of persons in grant	Case No.	Amount of grant	Number of persons in grant
234-833.0	$152	6	398-150.0	$169	7
260-283.0	166	4	404-417.0	141	5
304-566.0	154	3	789-082.0	131	3
307-753.0	113	4	793-533.0	126	3
561-866.0	191	5	806-616.0	157	4
564-800.0	272	7	007-915.0	160	4
530-299.0	57	5	825-716.0	195	5
575-749.0	118	2	012-666.0	181	6
588-166.0	125	2	020-282.0	54	1
595-349.0	221	7	040-166.0	154	3
599-733.1	207	5	045-366.0	207	5
104-666.0	178	7	048-444.0	124	5
111-766.0	207	7	050-244.0	134	3
128-417.0	186	6	850-866.0	89	2
133-883.0	58	3	855-666.0	121	2
141-617.0	108	2	707-099.0	235	7
154-433.0	64	2	708-367.0	183	5
055-099.0	171	4	755-733.0	196	5
062-466.0	107	4	764-434.0	107	3
069-633.0	156	6	765-216.0	95	3
075-466.0	183	5	164-866.0	116	3
089-500.0	178	4	188-427.0	180	8
451-481.0	244	8	321-932.0	144	9
472-267.0	177	5	326-999.0	154	3
495-482.0	133	3	350-700.0	135	5
500-426.0	122	3	376-816.0	152	5
510-566.0	95	2	552-765.0	138	4
521-766.0	160	4	894-716.0	183	5
383-366.0	134	3	905-882.0	104	4
397-382.0	178	4	929-182.0	189	5
403-350.0	238	6	649-432.0	31	11
772-016.0	197	5	668-133.0	245	7
793-499.0	105	4	684-899.0	115	5
798-533.0	144	3	698-266.0	201	5
629-382.0	30	1	610-699.0	301	4
255-883.0	174	5	826-542.0	102	2
283-499.0	121	3	017-233.1	146	4
307-608.0	227	6	032-133.0	128	4
309-433.0	172	4	045-266.0	166	4
563-766.0	147	3	047-366.0	215	6
567-132.0	160	4	048-966.0	189	5
542-999.1	134	3	945-533.0	215	6
579-600.0	175	4	851-782.0	143	5
595-233.0	179	4	872-400.0	111	2
597-232.0	115	3	707-743.0	74	2
621-416.0	130	4	723-733.0	166	4
107-099.0	233	6	759-466.1	188	5
114-099.0	166	4	765-099.0	148	3
130-743.0	124	2	770-166.1	148	3
133-965.0	138	3	172-299.0	24	1
144-833.0	177	7	223-916.0	148	3
155-266.0	114	2	322-033.0	182	6
058-400.0	293	9	348-299.1	36	2
062-666.0	233	6	366-676.0	197	6
072-934.0	130	3	527-699.0	215	6
089-633.0	142	3	890-982.0	177	5
736-716.0	58	1	896-599.1	178	4
454-699.0	141	3	920-676.0	250	7
470-417.0	123	4	643-783.1	113	5
497-033.0	125	3	667-682.0	219	7
510-299.0	112	2	675-766.0	137	4
513-482.0	227	6	692-999.0	185	4
382-950.0	131	2	464-699.0	158	4
391-766.0	245	7	048-449.0	159	5

List of aid-to-dependent-children cases receiving assistance for 7 years but less than 8, May 1961

Case No.	Amount of grant	Number of persons in grant	Case No.	Amount of grant	Number of persons in grant
562-466.0	$148	3	432-800.0	$104	2
547-499.0	260	9	456-298.0	187	5
592-199.0	192	5	459-882.0	118	2
597-225.0	142	3	474-349.0	189	5
601-649.0	154	3	403-053.0	273	8
636-566.0	189	5	801-600.0	137	5
261-919.0	64	2	839-816.0	299	9
270-016.0	97	3	126-467.0	260	7
284-833.0	197	4	142-216.0	191	6
295-066.0	250	9	061-100.6	29	4
298-941.0	152	3	101-754	178	6
437-760.0	154	3	538-933.1	251	7
456-933.0	98	2	280-400.0	147	3
475-733.0	119	4	176-690.0	127	5
477-350.0	148	3	191-608.0	101	4
412-533.1	148	3	324-276.0	189	5
828-533.0	183	10	363-099.0	147	3
120-666.0	207	5	527-233.0	169	4
130-950.0	147	3	885-833.0	276	10
132-950.0	179	4	899-066.0	233	7
084-033.0	60	2	910-533.1	125	5
096-550	166	4	653-866.0	109	2
273-175.0	148	3	655-466.0	333	9
117-466.0	48	1	667-849.0	118	2
179-083.0	207	5	684-133.1	57	2
224-716.0	110	2	695-333.0	71	3
354-699.0	140	4	003-899.0	157	6
360-366.0	118	2	046-467.0	294	12
524-400.1	171	5	936-882.0	236	8
894-882.0	195	5	937-899.1	195	5
906-266.1	261	7	943-733.1	169	6
928-882.0	110	4	950-516.0	139	3
653-466.0	248	7	956-133.1	228	6
664-182.0	72	1	848-666.1	111	2
680-133.0	154	3	707-466.0	112	2
684-933.1	166	4	730-099.0	208	6
635-733.1	239	7	738-000.1	98	2
041-750	275	8	749-599.0	121	5
934-866.0	201	5	754-133.0	137	6
387-083.0	139	3	760-133.0	172	4
538-766.0	112	2	941-600.1	141	3
582-599.1	128	6	945-200.1	92	4
595-649.0	159	5	955-574.0	131	5
599-200.0	215	6	841-466.0	153	3
609-466.1	67	2	865-016.0	165	4
251-233.0	180	5	721-466.0	167	4
265-200.1	88	2	736-666.0	118	2
272-672.0	147	3	739-866.1	263	8
285-509.0	140	3	751-333.1	147	6
295-899.0	129	4	760-000.0	188	5

List of aid-to-dependent-children cases receiving assistance 8 years, but less than 9, in May 1961

Case No.	Amount of grant	Number of persons in grant	Case No.	Amount of grant	Number of persons in grant
566-266.0	$192	5	598-133.1	$164	6
609-082.0	243	7	230-000.0	162	6
236-000.0	126	5	245-200.0	165	4
264-800.0	191	5	285-333.1	141	4
308-133.0	148	3	459-466.1	96	2
462-666.0	160	4	468-933.0	257	7
476-266.0	142	5	483-200.0	198	5
388-800.0	75	3	404-000.1	233	8
407-200.0	67	2	776-533.0	314	9
776-800.1	261	8	784-800.1	125	2
788-666.1	169	6	826-000.1	162	4
825-600.1	221	6	832-266.0	229	7
833-600.0	129	2	839-066.0	101	2
127-733.0	96	3	151-066.0	68	3
056-533.0	154	3	085.266.0	63	1
092-666.0	101	3	164-133.0	48	4
181-733.0	31	1	191-733.0	250	7
322-800.1	70	4	366-000.0	132	4
370-133.1	178	4	554-282.0	119	4
907-600.1	112	2	927-333.1	101	3
651-733.0	135	3	652-400.1	148	3
653-733.1	189	5	663-600.0	89	4
688-533.0	166	4	000-666.0	98	2
018-800.0	178	4	020-666.0	64	1
027-200.0	163	5	032-933.0	237	6
048-266.0	153	4	932-533.1	294	9
940-133.1	115	2	947-600.1	91	4
954-833.0	203	6	841-066.1	263	7
854-000.0	160	4	866-400.0	95	4
869-466.0	291	9	719-363.0	75	2
224-933.0	270	8			

List of aid to dependent children cases receiving assistance 9 years, but less than 10, in May 1961

Case No.	Amount of grant	Number of persons in grant	Case No.	Amount of grant	Number of persons in grant
184-533.0	$207	6	323-866.0	$227	6
334-133.0	92	2	342-553.0	154	3
524-400.1	169	4	884-266.1	172	4
906-800.1	267	8	931-066.1	140	5
660-400.0	154	6	705-333.1	153	4
014-266.0	207	5	022-933.0	57	5
848-933.1	214	6	709-333.1	76	2
720-000.0	209	6	730-266.1	279	9
122-533.0	164	6	070-533.0	100	2
492-266.0	84	2	501-200.1	201	5
501-601.9	125	1	522-933.0	124	3
386-000.0	125	2	777-733.0	305	9
822-800.0	147	5	824-533.0	155	5
562-266.0	207	5	602-000.1	66	1
253-066.0	241	9	261-066.0	235	7
298-400.0	201	5	302-133.1	174	5
309-066.0	160	3			

List of aid to dependent cases receiving assistance, 10 years but less than 11, in May 1961

Case No.	Amount of grant	Number of persons in grant	Case No.	Amount of grant	Number of persons in grant
564-266.0	$37	3	530-266.0	$126	3
540-000.0	151	4	547-333.1	203	6
629-066.0	113	4	247-333.0	231	6
249-882.0	195	5	275-733.0	124	6
283-866.0	207	5	308-800.1	125	2
435-066.1	215	6	451-600.0	111	2
507-866.0	44	1	514-533.1	167	4
516-266.0	207	6	522-400.0	250	6
408-400.0	146	5	103-466.0	118	3
108-120.0	172	4	114-266.0	119	3
143-333.0	126	2	162-933.0	131	3
094-266.0	279	8	094-533.0	125	4
094-666.0	242	6	100-800.0	73	3
350-933.0	125	2	358-400.1	281	10
360-533.0	115	5	376-133.0	144	3
881-733.0	253	7	892-533.0	109	2
923-200.1	217	5	658-000.1	199	6
672-400.0	154	3	016-800.0	232	7
024-666.0	197	5	025-866.0	184	7
034-666.0	54	1	048-400.0	189	5
923-600.1	93	3	949-333.1	171	8
955-600.0	148	3	847-600.1	148	3
861-733.1	126	6	876-266.0	325	10
735-066.1	178	4			

List of aid to dependent children cases receiving assistance, 11 years or more in May 1961

Case No.	Amount of grant	Number of persons in grant	Case No.	Amount of grant	Number of persons in grant
163-866.0	$90	3	168-933.0	$207	5
183-099.0	75	2	184-266.0	195	5
187-866.0	160	3	188-000.0	117	3
188-800.0	171	4	204-676.0	213	5
224-000.0	126	3	224-950.0	109	3
316-533.0	118	2	340-266.0	239	6
348-933.0	179	4	356-466.0	120	7
369-466.0	170	6	370-933.1	221	6
524-000.0	158	3	526-939.1	142	5
879-466.0	125	2	883-466.1	38	1
883-733.0	165	4	885-066.1	110	3
886-133.1	169	5	887-066.0	159	6
888-400.1	105	2	907-826.0	181	6
911-466.0	171	4	914-533.1	199	6
915-066.1	159	3	924-933.1	200	5
926-000.0	140	3	932-000.1	118	2
651-466.0	38	1	661-733.1	118	2
666-533.1	103	3	668-000.1	112	4
698-933.1	194	5	703-466.0	171	4
007-066.0	166	4	024-800.0	178	4
030-682.0	188	4	035-200.0	273	7
048-533.0	125	2	934-666.0	178	4
952-133.1	166	4	954-400.1	114	5
954-666.1	70	2	955-416.0	204	5
958-133.0	242	6	960-133.1	120	3
961-066.1	280	9	850-266.0	227	6
870-000.0	203	7	873-600.1	72	4
707-900.0	160	4	710-533.0	166	5
721-066.1	160	3	740-933.1	160	4
749-866.1	146	4	750-533.0	102	5
753-866.1	143	5	762-933.0	128	3
108-110.0	108	3	108-183.0	251	7
114-666.0	178	4	128-666.0	79	2
135-200.0	114	4	137-866.0	133	5
152-266.0	232	8	162-266.0	237	6
053-333.0	154	3	054-666.0	177	4

List of aid to dependent children cases receiving assistance, 11 years or more in May 1961—Continued

Case No.	Amount of grant	Number of persons in grant	Case No.	Amount of grant	Number of persons in grant
068-800.0	$129	3	090-533.0	$107	4
080-133.0	89	3	096-266.0	86	4
095-333.0	196	5	422-666.0	118	5
418-800.1	115	4	430-133.1	169	3
423-466.0	94	2	436-533.0	201	5
434-400.0	176	4	455-600.0	175	6
460-933.0	139	6	469-200.0	203	5
457-066.0	155	3	486-000.0	117	3
480-133.0	245	11	501-066.0	197	4
492-400.0	178	4	506-933.1	118	2
503-333.1	106	5	520-266.1	98	4
519-200.0	213	5	385-333.0	191	6
383-466.0	48	2	395-866.0	162	4
386-666.0	391	13	403-733.0	182	4
400-666.0	100	5	405-066.1	207	5
403-866.0	51	1	788-000.0	175	4
413-466.0	178	4	815-866.1	22	2
795-333.1	101	2	828-000.1	165	4
816-266.1	171	4	571-333.1	143	5
557-600.1	166	5	575-066.0	269	10
542-533.0	180	5	596-800.1	187	6
579-866.0	168	4	600-000.1	187	6
597-866.0	265	8	611-867.0	197	8
600-133.1	129	2	634-000.1	121	2
620-133.0	156	6	232-533.1	38	2
228-800.1	129	2	245-350.0	148	3
242-400.0	122	3	248-266.0	101	2
247-200.1	151	3	253-733.0	34	1
250-400.0	97	2	260-666.0	178	4
257-466.0	154	4	267-733.0	178	4
266-000.0	154	3	284-533.1	141	3
272-266.1	107	2	295-695.0	58	1
286-533.1	271	8	299-733.0	172	4
299-600.0	65	8	304-800.1	61	2
302-266.1	118	2	697-600.1	118	2
307-733.1	106	4	402-400.0	112	4
307-466.0	195	5			
076-000.1	217	5			

ADC CASES CLOSED AND OPENED IN FISCAL 1961

Senator BYRD. How many of your ADC cases were closed last year?

Mr. SHEA. In fiscal 1961, 1,370 cases closed.

Senator BYRD. How many were added in the same year?

Mr. SHEA. 2,211.

Senator BYRD. Making a total gain of how many?

Mr. SHEA. 841 cases.

Senator BYRD. How does this number stand up against the normal increase, Mr. Shea? How does it compare with the normal increase?

Mr. SHEA. In previous years?

Senator BYRD. Yes.

Mr. SHEA. We have the computations here. May we supply that? We have gone back in our computations to 1957 and we can supply the information for the 4 previous years.

Senator BYRD. Could you not state it for the record, inasmuch as it involves only four figures?

RENEWALS UNDER GPA PROGRAM

While we are getting those figures, Mr. Shea, do you have renewals in your GPA category? In other words, do some of the cases when closed reapply and, if so, what percentage get back on? This may not be a normal happening in the ADC category as it would be with the GPA cases.

Mr. SHEA. Yes. There are people, of course, who reapply. A person might be temporarily unemployable because of an accident and be on it, say now, whatever his physical disability might be, or is, which would be resolved in a question of 2 or 3 months. It is conceivable for some other reason of a similar nature, still within the same fiscal year, he would again be found unemployable, and therefore again make application and again be found eligible.

Senator BYRD. This is not something you would likely find in the ADC cases?

POSSIBILITY OF ADC CASE CLOSINGS

Mr. SHEA. Not with that change. Of course, there is always the possibility and the actuality of cases having been on aid to dependent children now, and for whatever reason we might have for closing it, which could be a variety of reasons, the individual would be removed from the caseload because the father came back into the picture or the mother was able to make an adequate day-care plan for the child. Therefore she was not on assistance. But if the father came back into the picture and relatively shortly afterward he was back in confinement of the correctional system, the family might well be back to ADC again. The cases could change in the course of a year so they would be off and then on again.

NET GAINS IN ADC LAST 4 YEARS

Senator BYRD. Do you have the figures we asked for?

Mr. SHEA. 1957, 271 net gain; 1958, 663; 1959, 689; 1960, 835; 1961, 840. This is the net gain in the active caseload in aid to dependent children for 5 consecutive years.

GPA CASES CLOSED AND ADDED IN 1961

Senator BYRD. How many of your GPA cases were closed last year?

Mr. SHEA. 1,347.

Senator BYRD. And how many were added?

Mr. SHEA. 1,537.

Senator BYRD. Making a net gain of how many?

Mr. SHEA. 190.

NUMBER OF INVESTIGATORS

Senator BYRD. How many investigators do you have?

Mr. SHEA. Eighteen.

Senator BYRD. That is the total number?

Mr. SHEA. Yes.

Senator BYRD. Did you ask for any additional investigators when you went before the House?

Mr. SHEA. No, sir.

Senator BYRD. What are the grades of the investigators?

Mr. SHEA. GS–7's.

Senator BYRD. What is the grade of your chief investigator?

Mr. SHEA. GS–12.

Senator BYRD. What is his background? Do you know something about him? Is he a lawyer?

Mr. SHEA. No, sir; he is not a lawyer. He is an accountant.

Senator BYRD. How long has he been with your Department?

Mr. SHEA. About 5 years. He is sitting over here in the corner. He could answer himself.

Senator BYRD. All right; I would like for the chief investigator to answer the question.

How long have you been an investigator with the Welfare Department?

Mr. GALVIN. Since October 1955.

Senator BYRD. Would you identify yourself for the record?

Mr. GALVIN. Yes; I am William R. Galvin, in charge of the Investigation Service and the Resources and Collection Section of the Department of Public Welfare.

Senator BYRD. What was your experience before you joined the District of Columbia Welfare Department?

PREVIOUS EXPERIENCE

Mr. GALVIN. Prior to joining the District of Columbia Welfare Department, I had 10 years of experience as an investigator overseas. Prior to that, I had 5 years' experience in the Norfolk Naval Shipyard as a supervisor, and, prior to that, 9 additional years as a Government employee.

ATTORNEYS IN DEPARTMENT

Senator BYRD. Do you have any lawyers among the investigators, Mr. Shea?

Mr. SHEA. Yes, sir; there are.

Senator BYRD. How many?

Mr. GALVIN. At the present time, approximately six.

Senator BYRD. Six of the eighteen?

Mr. GALVIN. That is right, Senator.

Senator BYRD. Have any of these been practicing attorneys before coming with the Welfare Department?

Mr. GALVIN. All of them, sir.

INVESTIGATIVE EXPENSES SELF-SUSTAINING

Senator BYRD. Does your investigator staff pay for itself?

Mr. GALVIN. It more than pays for itself; yes, sir.

Senator BYRD. Would you explain what you mean by that?

Mr. GALVIN. We have statistical studies that are prepared on the results of the Investigation Service. The latest completed study is for the fiscal year 1960, at which time, the monthly amount in assistance of closed cases in which the investigators were involved was $28,032. This is a yearly amount of approximately $350,000.

Senator BYRD. Would you read that again, please?

Mr. GALVIN. The monthly amount of assistance in closed cases in which the investigation service was involved for fiscal year 1960 is $28,032. This is an approximate annual rate of $350,000.

Senator BYRD. Would you kindly supply for the record the same statistics going back over the past 5 years?

Mr. GALVIN. I do not have them available, Mr. Lajewski may have them. But the average rate has been $30,000 a year—I am sorry, $30,000 a month.

Senator BYRD. Over the past 5 years.

Mr. GALVIN. Over the past 5 years.

(The information referred to follows:)

Monthly amount of assistance in closed cases in which investigation service was involved, fiscal years 1956–61

Period	Monthly amount of assistance in closed cases	Number of cases closed
October 1955–July 1956	$8,674	86
Fiscal 1957	26,442	243
Fiscal 1958	36,132	331
Fiscal 1959	52,456	398
Fiscal 1960	28,032	218
Fiscal 1961 [1]	27,422	224

[1] Estimated.

EFFECT OF ADDITIONAL INVESTIGATORS

Senator BYRD. How long have you had 18 investigators, Mr. Shea?

Mr. SHEA. The original program was started, I believe, in October of 1955, when we were given six investigators. This program has been added to gradually since that time.

Senator BYRD. So in your opinion, the investigative staff more than pays for itself?

Mr. SHEA. No question about that, sir.

Senator BYRD. Now, would a complement pay for itself? Do you need a larger complement? Do you need more investigators?

Mr. SHEA. I think that the demonstration of the investigators, both in terms of the screening of the applicants, as well as the following up of any case that is active, in which there is a suspicion of a resource previously unreported indicates that we can use additional investigators constructively.

ADDITIONAL INVESTIGATORS REQUESTED FOR 1963

Senator BYRD. Are you asking for any additional investigators next year?

Mr. SHEA. Yes, sir; a rather substantial number next year. I think the budget, if I recall 1963, 25 additional.

Senator BYRD. So you are asking for seven additional investigators?

Mr. SHEA. The way it is broken down is 10 additional investigators per se, 9 additional people to be concentrated on collections, and 4 additional people to be concentrating on any other types of resources and to assure the District government that the money for burials is being appropriately and properly expended.

RECOMMENDATION OF TASK FORCE

Senator BYRD. Did the task force recommend additional investigators?

Mr. SHEA. No, sir.

Senator BYRD. Do you think this is an oversight on the part of the task force committee? Do you think this is somewhat strange in view of the fact that the investigators have apparently been doing a very good job?

Mr. SHEA. It could well have been, sir. Actually, I think that the experience—I know as a matter of fact, that the experience of the

investigators here in the District has been emulated in many other places in the country, judging by the communications we have received as to their method of procedure and success of their program. The matter of the task force was related more to the casework preventive aspects in terms of additional staff. I do not recall, and I believe I met with them each time on the meetings they had, I do not recall specific mention of investigators per se.

Senator BYRD. Senator Schoeppel, I have quite a number of questions prepared. I do not want to preclude you from asking any questions.

Senator SCHOEPPEL. That is quite all right. I was just at an executive committee session of the Commerce Committee where we had quite a number of emergency matters and you go right ahead. I will pick up later.

MEANS OF REDUCING PUBLIC ASSISTANCE LOAD

Senator BYRD. Mr. Shea, you have lived with the public welfare program for many years. You believe as well as I believe that there are some freeloaders, particularly in the ADC and GPA categories. As I have attempted time and time again to state, this committee does not want to hurt innocent recipients. But we do want to relieve the taxpayers of the burden of carrying those persons who abuse the program. Now, how can we help you to rid the program of the freeloaders?

WIDE-SCALE REHABILITATION

Mr. SHEA. I think, sir, the way to approach the constructive reduction of public assistance is by our being authorized by some method by the Congress to undertake a wide-scale rehabilitation program, and I use the word "rehabilitation" advisedly, because I think all of us want to constructively reduce the caseload and at the same time, make more people self-supporting.

CONCENTRATION ON THREE CATEGORIES

I think that such an undertaking should concentrate in the areas about which we are all concerned, namely, the aid to dependent children, the general public assistance category, and those cases that have, for a rather extended period of time, continued to be on public assistance. I am sure it is known to everybody that there are somewhat in the neighborhood of 450 cases that have been continuously on public assistance in the District of Columbia. Some 450 cases over a 10-year period is a rather substantial number and a considerable expenditure of money.

So those three categories, and I think those are the three categories which, at least in two of the three areas, have the greatest potential for rehabilitation, and I think all of us want to break this cycle of dependability, if we can. If some type of unit were set up which would include a combination of social workers with controlled caseloads and investigators and appropriate clerical staff, working on these three areas which we are all concerned about, I think that in the course of a year, we might be able to come up with a very specific statistical as well as administrative study that would be of some interest to the Congress.

COST OF REHABILITATION APPROACH

Senator SCHOEPPEL. What do you think that it would cost if we inaugurated that type of approach?

Mr. SHEA. No less than $50,000 of local money.

Senator BYRD. Mr. Shea, is there any legislation that you might have in mind that might be helpful to you in approaching this problem that continues to trouble us all?

UNIFIED PUBLIC ASSISTANCE BILL SOUGHT

Mr. SHEA. Yes, sir. You will recall that the Department and the District Commissioners, for approximately 17 years now, have been attempting to have passed what we refer to as the unified public assistance bill. Historically, as far as I can check the records, the discussion about this proposed legislation began as far back as 1938. But in 1944, apparently it was formalized to the point where there was actual submission. This legislation is properly named the unified public assistance bill.

PRESENT OPERATIONS

Right now we operate under five different pieces of legislation, some appropriation language in nature and some statutory in nature. We have old-age assistance and aid to the blind and aid to dependent children. They all have substantive legislation. The other two, namely, GPA and ATD are appropriation language programs. This bill would put under one statute the five various programs we operate and would have this really simple effect. We would be able administratively to decide which areas our caseworkers and total staff should concentrate on, directing their efforts toward the cases which we think from careful analysis, have the greatest potential for rehabilitation and therefore removed from the caseloads rather than our having to continue to work with the old-age assistance recipient, which we must review on an annual basis, which we all know have the least—at least theoretically have the least potential for rehabilitation. Whereas on the other hand, we know that the ADC and GPA have the greatest potential. So all it does is provide a housekeeping bill authorizing a department to concentrate in the areas where we in conscience feel we should operate.

Senator BYRD. So you would be given the flexibility which would permit you to shift caseworkers who are presently having to utilize a great deal of their time in making contacts with old-age assistance cases, shift them to the ADC and GPA categories that are burgeoning, and you would keep closer and better track of the cases in those categories. Those cases would undergo scrutiny more often and it would be a more careful scrutiny.

Mr. SHEA. Yes, sir.

EFFECT ON WORK OF STAFF

Senator BYRD. In other words, it would amount to your being given more caseworkers in a sense because they would be utilized in studying the categories that need the more close scrutiny.

Mr. SHEA. Yes, sir; this is what it amounts to.

Senator BYRD. What is the status of this legislation?

Mr. SHEA. I understand it has passed—we had hearings on this bill just about 3 weeks ago. And I understand it has passed the Senate. It has been passed by the full committee of the Senate. This is the status of it at the moment as I understand it.

Senator BYRD. The Senate Committee on the District of Columbia has approved the bill?

Mr. SHEA. Yes, sir.

Senator BYRD. And, therefore, it would be awaiting Senate action.

Mr. SHEA. Yes, sir.

Senator BYRD. Is there a similar bill in the House; has a similar bill been introduced in the House?

Mr. SHEA. Not to my knowledge, sir.

Senator BYRD. Has this bill passed the Senate in former years?

Mr. SHEA. Oh, yes, sir. Several times in previous——

Senator BYRD. And it has died in the House?

Mr. SHEA. Yes, sir.

Senator BYRD. Do you have any explanation for its not being given favorable consideration by the House?

Mr. SHEA. No, sir; I do not. We have had relatively few inquiries about the bill and generally speaking, between hearings there is virtually no discussion or inquiry from any source.

Senator BYRD. Mr. Schoeppel, do you have any questions at this point concerning the legislation about which we are talking?

Senator SCHOEPPEL. I asked the gentleman just a moment ago about what he thought setting up such an analyzing group—I understood him to say a sum of around $50,000 and actually I presume if we had the type of legislation, this would fit into it.

Mr. SHEA. Yes, sir, it would.

FUNDS FOR SOUND BASIC APPROACHES

Senator SCHOEPPEL. It would seem to me that this is a rather modest amount to set the basic foundation groundwork, to get better reviews than you are able now to get and better policing, let us say, if that is the correct word to use, of the program in those instances where you might find weeding out could be done legitimately.

Mr. SHEA. I think, however, Senator, it is enough money that we would at least get a sound basis from which to proceed. It would not remove massive numbers from public assistance.

Senator SCHOEPPEL. I understand.

Mr. SHEA. We would be absolutely certain that the way we were proceeding is sound and it is better I think to do it on somewhat of a controlled basis, if that is the correct word, rather than try to say we are going to promise that we are going to remove 1,000 people from public assistance which I don't think can be done rather quickly.

We would hope, of course, that whatever number if removed is removed constructively and permanently removed.

PILOT PROJECT

Senator BYRD. So this would be in the nature of a pilot project, would you say?

Mr. SHEA. Yes, sir.

Senator BYRD. And at the end of the first year you would be able to present to the Congress, then, the results and if the results were encouraging, you would present perhaps a request for additional moneys and if the results justified your asking for additional persons, you would be prepared to do so.

Mr. SHEA. Yes, sir.

Senator BYRD. Do you think at the end of the year you would be able to adequately assess the benefits of this?

Mr. SHEA. Well, we will have at least a tentative report. Any type of project of this nature will take a little time to get off the ground, so we wouldn't have a full year before we came back to report. But we certainly would have progress report indicating which way we were going, what we found as to the merits and the liabilities of such an undertaking. But I think the places in which this type of demonstration has been done have illustrated that with intense casework or guidance, people can be helped to become self-supporting.

OTHER CITIES USING APPROACH

Senator BYRD. Mr. Shea, what other cities have this type of program that you are speaking of?

Mr. SHEA. I believe that San Mateo, Calif., had a demonstration of that nature. Cumberland or Hagerstown, Md., had a similar project. There was one other. St. Paul was the third one.

Senator BYRD. So then in summation, Mr. Shea, you are saying that this committee and the Congress could best help you to rid the categories of freeloaders by passing the type of legislation to which you alluded and by providing you with moneys adequate to inaugurate a pilot project as you have described it.

Mr. SHEA. Yes sir.

EXTENT OF AUTOMATION IN DEPARTMENT

Senator BYRD. Now to what extent do you have automation in your Department, Mr. Shea? What can be done to streamline the work in your agency so as to relieve more people for the work of investigation and actually scrutinizing the circumstances of the recipients? Isn't there a lot of shuffling of papers in your Department?

Mr. SHEA. Yes sir. Public assistance is a rather large paper operation. We have done certain things within the Department. We have introduced a piece of equipment called an Addressograph which saves some clerical time. We have had a considerable number of discussions and as I understand it, the District is about to undertake a rather large scale IBM data processing procedure which, of course, we will be a part of.

One of the things that the task force recommended, because of their concern about this paper factor in public assistance, was a survey which they felt would cost a considerable amount of money to initiate, but in the long run would have a considerable amount of savings. All the efforts that are undertaken would free time for social workers to get out in the field and carefully supervise the cases—time that will be well spent in terms of the economy as well as the individuals. The more time the caseworker has to spend in the office processing forms or doing any other thing which is nothing more than clerical work is less

time that she has available to get out and literally supervise the people on the caseloads. This has been one of our major concerns. We have got to find some method by which the caseworkers who are presently on our staff spend the maximum period of time in the field as well as the caseworkers who are intake to be sure they spend the most time with the people and the least time with the papers.

Senator BYRD. Senator Schoeppel?

Senator SCHOEPPEL. No.

TURNOVER IN CASEWORKERS

Senator BYRD. What is the percentage of turnover in your staff of caseworkers?

Mr. SHEA. The total number of people separated during the year was 50. The total number of persons added during the year was 71. The accession rate during the year was 31.3 and the separation rate during the year was 20.6.

Senator BYRD. What is the average grade for your social workers?

Mr. SHEA. GS–7. The starting grade for public assistance social workers is a 5.

LIMITATION ON GRANTS BY STATES

Senator BYRD. Now let us talk a bit about the limitation on grants. How many States impose a limitation on the amount of the ADC grant?

Mr. SHEA. Twenty States according to——

Senator BYRD. Would you name those States.

Mr. SHEA. Twenty-three States according to this HEW publication entitled "State Maximums and Other Methods of Limiting Money Payments to Recipients Under Special Types of Public Assistance." This was issued in March 1961.

Senator BYRD. Pardon me. Does this also give you the amount of the limitation in each State? Would you for the record, if it does, read the States and the amounts of the limitations.

Mr. SHEA. The information I am going to read, Senator, is the States that have a family maximum. Alabama, $124; Arizona, $220; Arkansas, $105; Delaware, $150; Florida, $81; Georgia, $134; Kentucky, $160; Louisiana, $155; Maine, $225; Maryland, $210; Mississippi, $90; New Mexico, $190; Oklahoma, $230; South Carolina, $99; Tennessee, $100; Texas, $99; Virginia, $165; the State of Washington, $275; West Virginia, $165; Wyoming, $195.

Senator BYRD. So the highest figure that you have read I believe is the $275.

Mr. SHEA. Yes, sir.

Senator BYRD. You have no way of knowing the average for the 23 States.

Mr. SHEA. We can add it up and divide it by 23.

Mr. LAJEWSKI. It depends on what average you want. Do you want the median or arithmetic mean?

Senator BYRD. The median.

Now are more States imposing ceilings or are more States getting away from ceilings, Mr. Shea?

Mr. SHEA. I am afraid I will have to inquire of HEW for that answer because we do not have that information.

(The information referred to follows:)

TREND AMONG STATES IN IMPOSING CEILINGS IN AID TO DEPENDENT CHILDREN PROGRAM

In 1952 according to an annual release of the Bureau of Public Assistance, U.S. Department of Health, Education, and Welfare entitled "Assistance Payments Under State Federal Programs, December 1952," a total of 31 States had in their aid to dependent children program either a family maximum or a maximum on children after the first child.

In 1960, table 2, in a publication from the Bureau of Public Assistance entitled "State Maximums and Other Methods of Limiting Money Payments to Recipients Under the Special Types of Public Assistance" indicates that 29 States had such maximums.

The table below provides a listing of States with family maximums in the aid to dependent children program in both 1952 and 1960; in 1952 but not in 1960; and in 1960 but not in 1952. The first group includes 17 States; the second group includes 4 States; and the third group includes 2 States.

States with maximum family ADC grants in—

1952 and 1960:
- Alabama
- Arizona
- Arkansas
- Delaware
- Florida
- Georgia
- Louisiana
- Maine
- Maryland
- Mississippi
- Mew Mexico
- Oklahoma
- South Carolina
- Tennessee
- Texas
- Washington
- Wyoming

1952 but not in 1960:
- California [1]
- District of Columbia [3]
- Kansas [3]
- Utah [4]

1960 but not in 1952:
- Kentucky [2]
- West Virginia [5]

[1] In 1960, maximum applicable to children.
[2] In 1952, maximum applicable to children.
[3] No maximum on family or children in 1960.
[4] In 1960, maximum expressed in terms of persons in assistance unit.
[5] In 1952, maximum applied to children.

DISTRICT OF COLUMBIA PUBLIC ASSISTANCE CEILING PRIOR TO 1957

Senator BYRD. What is the ceiling that you had here in the District of Columbia a few years ago?

Mr. SHEA. Prior to 1957 we had a $200 ceiling.

Senator BYRD. Was there any alteration in that ceiling over the period of years prior to 1957?

Mr. SHEA. Yes. As I recall it, there was a ceiling of about $160 a month.

Senator BYRD. At what time?

Mr. SHEA. Between approximately 1950 and 1957.

Senator BYRD. And was there any change back of 1950? Was the ceiling lower?

Mr. SHEA. I don't believe there was any ceiling as we can recall it.

Senator BYRD. Had you operated consistently under a ceiling prior to 1957?

Mr. SHEA. Yes, sir; we had.

Senator BYRD. There had never been a time prior to 1957 during which you had no ceiling.

EARLY LEGISLATION ON CEILING

Mr. SHEA. In the very early days of the program, just immediately subsequent to 1935, there was some legislation apparently which indicates that there could be no ceiling on the grants. Now, this is back before my time. Apparently whatever the legislation was, it had the same effect as a ceiling.

NUMBER OF ADC GRANTS AT VARIOUS LEVELS

Senator BYRD. Now, how many of your ADC grants are in excess of $250?

Mr. SHEA. 179.

Senator BYRD. Could you state again how many are in excess of $275?

Mr. SHEA. We would estimate 244. The median maximum among 23 States is $150.

Senator BYRD. I thought you stated your number of cases in excess of $275 a little earlier as being less than 200.

Mr. SHEA. Are you referring, Senator, to this 110 figure I indicated in the opening statement?

Senator BYRD. Yes.

Mr. SHEA. 110 was 300 or over.

Senator BYRD. I beg your pardon. So the 244, then, would be correct for the number in excess of $275.

Mr. SHEA. Yes, sir.

Senator BYRD. Now how many are in excess of $325?

Mr. SHEA. An estimated 65.

Senator BYRD. How many are in excess of $350?

Mr. SHEA. Twenty.

Senator BYRD. How many are in excess of $375?

Mr. SHEA. Estimated 11.

Senator BYRD. How many are in excess of $400?

Mr. SHEA. Three.

PERCENT OF FEDERAL CONTRIBUTION TO ADC PROGRAM

Senator BYRD. How does the Federal Government supplement this item, Mr. Shea? What percent is Federal?

Mr. SHEA. Approximately 54 percent of the grant is Federal money.

Senator BYRD. Now could you give us a breakdown of the ADC budget for each family? In other words, what portion goes for rent, what portion for food, and what portion for clothing and incidentals, and so on.

TYPICAL ADC BUDGET

Mr. SHEA. May we provide a typical case for the record? I believe we did submit a typical case the other day but they are already in the record.

Senator BYRD. Yes. Suppose we take our time and give those to the committee again just now. Can you do that? What percentage of the ADC budget is for rent? What is the average?

Mr. SHEA. The average rent for families is $61 a month.

Senator BYRD. $61 a month. What would be the average——

Mr. SHEA. Food and allowance?

Senator BYRD. Yes.

Mr. SHEA. Well, assuming the size family were four, which would be one adult and three children, of which the ages of the children would be 6, 8, and 14, the grant would be for food, clothing, personal and household needs, $111. For rent, $61. The maximum grant would be $172.

Another typical case of family size of six, of which there would be two adults and four children ages 4, 6, 8, and 14, the basic personal requirement, which is food, clothing, personal and household needs, would be $158. The maximum shelter rent, which includes heating, fuel, utilities, and refrigeration, would be $64. And the maximum grant would be $222.

All these figures, Senator, are based on the assumption that there is no other income coming in to the family.

Senator BYRD. If there is other income——

Mr. SHEA. That is deducted.

Senator BYRD. It is deducted. Well, now, how does a caseworker or the person responsible for determining this in your Department arrive at some idea of how much can be allowed this family for rent or that family for rent?

RENT ALLOWANCE IN FAMILY BUDGET

Mr. SHEA. Well, the rent allowed to the family is the rent as actually paid, up to a maximum of $76.

Senator BYRD. How did you arrive at the maximum of $76?

Mr. SHEA. This was somewhat of an arbitrary figure. This was a factor that was not evaluated or adjusted either way at the time of the 1957 budget standard revision. They left it intact and they adjusted the budget with respect to clothing and mostly with respect to food.

Senator BYRD. How long has the $76 rent figure been adhered to?

Mr. SHEA. Approximately 10 years.

Senator BYRD. Do you have evidence of gouging by landlords?

EXCESSIVE RENTAL CHARGES

Mr. SHEA. Yes. I think it is rather generally known that the people pay rent far in excess of that which they actually get by way of adequate facilities. Some of the situations in which public assistance recipients and other people who are low income, but not necessarily on public assistance, have to assure by some method a roof over their heads. In order to do that they have to live in situations which could well be described as pretty intolerable and considerably overcrowded, all of which, of course, precipitate many other problems. These problems sometimes eventually might even precipitate their being on public welfare. But I do think the whole matter of adequate housing for people who are either on public assistance or who are on the fringe of public assistance is something that could well be looked at and in the long run some real good be done for the people who must take what they can get their hands on which sometimes is pretty bad.

EFFECT OF TIGHTER CONTROLS

Senator BYRD. If there were an implementation of the proposal you made earlier by which the recipients would submit to someone in your Department a rent voucher, do you think that there would be a downward adjustment? Don't you think that a downward adjustment of rents might result or that there might be a more fair result accruing therefrom? Don't you think that this would have a good effect from the standpoint of saving the recipients in many instances a few dollars in rent? Don't you think that by having better control over the expenditure of the recipient's money, you would as a result have some control over the type of apartment?

Mr. SHEA. I think, sir, we would have to be careful that we didn't run into any conflict with existing law, Federal law or local law, but I do think that with tighter controls, however imposed, we would certainly help insure that the people would live in adequate, safe, and sanitary housing and would be paying reasonably that which they should be paying.

I don't think that we can just arbitrarily say that this would necessarily change it in very large numbers, but it certainly would be a constructive step toward helping the total situation.

Senator BYRD. It would be conducive in some measure, small though it may be, toward the elimination of some of the rent gouging.

Mr. SHEA. Very possibly.

Senator BYRD. Don't you think so?

Mr. SHEA. Yes, very possible.

Senator SCHOEPPEL. Senator Byrd, I would like to ask a question here.

Have you personally checked some of these things yourself, just to acquaint yourself with the average, what the size of the unit is or what this rental unit consists of that you are testifying to which would require the payment for rent to be included in this overall payment?

Mr. SHEA. I haven't personally, sir, but this has been reported by our social workers in public assistance.

ACCOMMODATIONS FOR RENT ALLOWED

Senator BYRD. For the benefit of the record, what would that unit consist of? Say he was given $65 toward rent. What would that generally consist of by way of the physical property?

Mr. SHEA. Well, I can only envision it, Senator. It would be a small kitchen, a small living room, and probably a couple of bedrooms. This probably would be in a section of the city of which the surroundings are not too conducive to adequate recreational opportunities for the children. There would not be much by way of the total environmental condition that would help the child grow to be a law-abiding, self-supporting citizen. There are other situations which have been described to me by the Division Chief of Public Assistance in which many of these families are forced to live in one room with a cooking or hotplate in the corner and obviously excessive overcrowding with a common use of the lavatory facilities by many other families within the same household.

Senator SCHOEPPEL. You make a distinction between the first, second, or third walkup type of flat?

Mr. SHEA. No, sir.

AVERAGE GPA GRANT

Senator BYRD. You state that your average GPA grant amounted to something like $74.

Mr. SHEA. $75.47.

Senator BYRD. That is all local money, isn't it?

Mr. SHEA. Yes, sir.

Senator BYRD. Does the GPA recipient also qualify for surplus commodities?

Mr. SHEA. If he has cooking arrangements, he does.

Senator BYRD. What is the value of the average surplus commodity complement in the GPA category?

Mr. SHEA. Approximately $11.50 a month. He, however, receives surplus food 2 out of every 3 months. He does not receive the surplus food every month because he does not have the need for it and neither does he have the facilities to store it.

Senator BYRD. Is this the average per person or the average per case?

Mr. SHEA. This is per case.

Senator BYRD. Per case; $25 a month.

Mr. SHEA. Yes.

VALUE OF SURPLUS COMMODITY COMPLEMENT

Senator BYRD. Now, to what were you referring a little earlier, if I understood you correctly, when you indicated that—I thought you indicated that the average amount for surplus commodities was somewhat higher than this figure.

Mr. SHEA. Yes. I believe I was referring to the amount of money, I mean the value of the food which the large families would get. I would have to check the exact figure but I believe it is in excess of the value of $60 a month.

Senator BYRD. What is the value of the average surplus commodity complement in the GPA category?

Mr. SHEA. Approximately $11.50 per month.

Senator BYRD. About the same.

Mr. SHEA. Most of these, of course, are one-person cases.

Senator BYRD. Yes. So actually you are speaking to the average generally per person in the GPA category and you are speaking in regard to the average per case as pertains to ADC.

Mr. SHEA. Yes, sir.

Senator BYRD. Do some cities still have a rent ceiling?

Mr. SHEA. Yes, sir, there are some. I understand the city of New York still has a rent ceiling. I don't know if there are any others.

Senator BYRD. Senator Schoeppel?

SAVING ON ADC GRANTS

Senator SCHOEPPEL. Mr. Chairman, I understand the military construction bill is up on the floor now and I have got two or three things that I personally am interested in. I will have to go.

I would like to make this comment and ask one question here.

Mr. Shea, when you submitted—I was interested in your memorandum that you submitted in response to my question. I note that you said, "thus an average"—referring, of course, to the effect of lower

average ADC grants on expenditures for public assistance—that is memorandum No. 482. I note that you say:

Thus an average grant of $30.70 per person instead of $33.43 in the District of Columbia would have reduced the need for public assistance funds from local sources by an estimated $297,231.

Hence, by bringing the amount from $33.43 per month to $30.70, which is still above the average, the national average, the program would be reduced by just short of $300,000 or a figure of $297,231. I think if my figures are correct that is what that would figure to.

Mr. SHEA. Yes.

Senator SCHOEPPEL. Mr. Chairman, if you will excuse me, I want to go now. There are three phases of that thing that we are involved in in my own State. I will be here this afternoon.

Senator BYRD. Fine. Thank you very much.

INCEPTION OF 100-PERCENT ALLOWANCE IN ADC PROGRAM

How long have you been allowing 100 percent of the need in the ADC category?

Mr. SHEA. October 1957.

Senator BYRD. Prior to that time you did not allow 100 percent.

Mr. SHEA. Eighty-three percent of April 1953 prices.

Senator BYRD. And did that vary? In some years?

Mr. SHEA. Not between 1953 and 1957. Well, there was a percentage variation depending upon available funds. If I recall correctly we dropped down to 78 percent at one time because of funds not being available, but the general pattern was to maintain, at least attempt to maintain the 83 percent of April 1953 prices.

INCREASES IN ADC GRANTS SINCE 1949

Senator BYRD. Mr. Shea, what is the percentage of the increase in the average ADC grant since 1949? You may not be able to give this——

Mr. SHEA. We will have to supply that for the record. We have only as far back as 1957 in our material here. But we will supply that for the record.

(The information referred to follows:)

PERCENTAGE INCREASE IN AVERAGE AID TO DEPENDENT CHILDREN PAYMENT SINCE 1949

The average payment per aid to dependent children case in 1949 was $80.67; the average payment per person was $19.88. In fiscal 1961 these were $151.07 and $32.95. The percentage increase in these payments were 87 and 66 percent respectively.

In evaluating the significance of these increases it should be noted that (1) assistance payments in 1949 were made in accordance with standards based on 1946 prices; (2) that during 1949 an administrative reduction of 7 percent in payment was made in November 1948 and in May 1949 this reduction was increased to 12 percent; (3) the number of persons in an assistance case in 1961 was higher (an average of 4.6 persons) than in 1949 (an average of 4 persons); and (4) a maximum of $160 per family was in effect in 1949 but none was applicable in 1961.

INCREASE IN ADC AND GPA GRANTS, 1957–61

Senator BYRD. Fine. What is the percent of increase in the average ADC grant since 1957?

Mr. SHEA. Approximately 36 percent.

Senator BYRD. What is the increase in the average GPA grant since 1957?

Mr. SHEA. Fifteen percent.

Senator BYRD. Fifteen percent. I shall insert at this point in the record the following figures on the cost-of-living index with 1947–49 being 100 percent, this information having been given to me by the Bureau of Labor Statistics.

(The information referred to follows:)

Cost-of-living index

[1947–49=100 percent]

	Percent		Percent
1946	83.4	1958	123.5
1950	102.8	1959	124.6
1955	114.5	1960	126.5
1956	116.2	1961	127.6
1957	120.2		

INCREASES SINCE 1957

Senator BYRD. Considering the addition of surplus commodities, which I believe you stated took place first in 1957, what percentage increase does your overall average ADC grant show over 1957?

Mr. SHEA. If the cost of the surplus food were added to the percentage increase we have already expressed——

Senator BYRD. Yes.

Mr. SHEA. Assuming the average ADC family food allotment is $25 a month, although the maximum is $65, if we were to assume that the average was $25——

Senator BYRD. Per family?

Mr. SHEA. Per family, yes, sir; it would be approximately 77 percent.

Senator BYRD. That includes the increase in the money grant and the increase which would be by way of addition of surplus commodities.

Mr. SHEA. Yes, sir.

Senator BYRD. Would you state again for the record, please, what the percentage of increase would be?

Mr. SHEA. Recognizing the public assistance grant money figure has increased, and recognizing the establishment and continuance of the surplus commodity program, the percentage increase in the ADC grant would be 60 percent since 1957.

RELATION TO COST-OF-LIVING FIGURES

Senator BYRD. The record will show that using the years 1947–49 as a base period and using the figure of 100 percent for that period, the cost of living had increased, using the figure of 100 percent for that period, the cost of living had increased nationwide by 1961, 27.6 percent.

Let us take a look at the GPA category. What percentage of the increase does your average GPA grant show with commodities included over the 1957 base period?

Mr. SHEA. Approximately 33 percent.
Senator BYRD. Using the year 1957 as a base year.
Mr. SHEA. Yes, sir.

VALUE OF SURPLUS COMMODITY ALLOTMENTS

Senator BYRD. Give us your surplus commodity totals in dollars for each year since the year you first began distributing commodities to individuals. I am not talking about commodities to institutions. I am merely talking about the individual recipients.

Mr. SHEA. The value of the commodities, Senator, I have the figures only back to 1958 but—of course, this is just about the time the program started. So the value of the commodities in 1958 was $595,705. The value of the commodities in 1959 was $1,187,261; 1960, $1,054,731. And unfortunately the figures I have here are only through April of this year but at that time it was $1,009,347.

If you wish, we will bring this up to date through fiscal year 1961.

(The information referred to follows:)

The value of commodities for the entire fiscal year 1961 was $1,499,822.

COMMODITY VALUES NOT SHOWN

Senator BYRD. Fine. So there is an appropriation of money which does not reveal itself when we are talking about the budget for the Public Welfare Department.

Mr. SHEA. No, sir. The only figure shown in the budget is the amount of money which is spent for the administration of the program which is in the neighborhood of $171,000, as I recall it, for this fiscal year.

Senator BYRD. So that in 1961 the appropriation for grants in the five categories, excluding the surplus commodities, amounted to what?

Mr. SHEA. The grant to public assistance, local funds in 1961, $6,711,979.

Senator BYRD. And to that you would add how much for surplus commodities?

Mr. SHEA. Through April the figure would be $1,009,347.

Senator BYRD. So in reality you have an appropriation including the surplus commodities of approximately how much for 1961? For this item?

Mr. SHEA. $7,721,000 roughly.

Senator BYRD. Now, your estimate for 1962 is how much, excluding the surplus commodities, for grants?

Mr. SHEA. $7,685,000.

Senator BYRD. And how much would be added to that for surplus commodities?

Mr. SHEA. It would be approximately—I would say it would be roughly $1,150,000 because as far as we anticipate, there are not going to be any changes in the type of commodity during fiscal 1962. There are 11 items and we presume they are going to continue.

Senator BYRD. So that would make a total in 1962 of how much?

Mr. SHEA. $8,830,000.

SURPLUS COMMODITY VALUE NOT INCLUDED IN GRANT

Senator BYRD. Now, when you say that your average ADC grant is $151.98, I believe that is——

Mr. SHEA. $151.07.

Senator BYRD. You are not taking into consideration the surplus commodities.

Mr. SHEA. No, sir. This is the average money payment grant to a mother and three children.

Senator BYRD. Yes. Now, what would be the average ADC grant including surplus commodities?

VALUES OF GRANTS PLUS COMMODITIES

Mr. SHEA. May we compute that, sir? It would be roughly, I would say, $176 a month. Adding the surplus commodity food value to the average monthly money payment for a mother and four children.

Senator BYRD. Would you state that again?

Mr. SHEA. $176 would represent a mother and four children. $151.07 would be the money payment and an average of about $25 a month in surplus commodities to this size family which would amount to $176 a month.

Senator BYRD. So a mother and four children are getting on the average an ADC payment of approximately $176 when the surplus commodities are included.

Mr. SHEA. Yes, sir. I think we did estimate before—I think we did indicate before this $25 figure is a figure which we cannot completely substantiate at this time, but may we submit a more accurate figure for the record?

Senator BYRD. Yes.

AVERAGE GPA GRANT INCLUDING SURPLUS COMMODITIES

I believe you said that the average GPA payment was about $74.

Mr. SHEA. $74.47.

Senator BYRD. What would be the average GPA payment with surplus commodities included?

Mr. SHEA. About $86.

Senator BYRD. About $86.

Mr. SHEA. This again is an estimate which we will have to recompute, if we may.

Senator BYRD. Yes. I wonder if you might place these increases against the cost of living increases. What was the average ADC grant with surplus commodities excluded in 1957?

Mr. SHEA. $110.23.

Senator BYRD. And it is now $176 with surplus commodities included.

Mr. SHEA. Yes.

Senator BYRD. Which is an increase of how much?

Mr. SHEA. $65.

Senator BYRD. And percentage wise?

Mr. SHEA. Sixty percent.

Senator BYRD. Give me the same figures for the GPA category.

Mr. SHEA. In 1957 the average general public assistance grant was $64.56. The average general public assistance grant in 1961 is $74.47.

Senator BYRD. Including the surplus.

Mr. SHEA. No, sir. This is excluding. Including it would be $86.

COMPARISON WITH COST OF LIVING INCREASE

Senator BYRD. Which would be an increase percentagewise of how much in 4 years?

Mr. SHEA. 33 to 35 percent.

Senator BYRD. I believe I stated that the increase in the cost of living index was from 20.2 percent to 27.6 percent using the base period of 1947–49.

STATES HAVING GPA GRANT CEILINGS

Do any of the States have a ceiling on GPA grants?

Mr. SHEA. This report, Senator, of course, is from HEW and it includes only the federally matched categories, generally speaking. We will inquire from the contiguous areas, if you would like us to, the ceilings but I think as has been indicated, the general public assistance program is considerably different as administered among the several States. Some of it is local administration, county administration, and, of course, we here have a combination of all these things.

Senator BYRD. But you do not know whether any State has a ceiling on this category?

Mr. SHEA. No, sir. But we will inquire of Maryland and Virginia and any other States you would like us to.

(The information referred to follows:)

In Maryland there is a ceiling of $210 per case regardless of category of assistance. In Virginia practice varies with locality; in Arlington, Va., there is no ceiling in general public assistance cases of the type provided aid in the District of Columbia.

PROVISION OF CASH INSTEAD OF COUPONS

Senator BYRD. All right. Why is it necessary—I think you have already covered this to some extent, but I want to proceed with the questions anyhow. Why is it necessary to provide cash payments instead of coupons which have a specified cash value?

Mr. SHEA. In the federally matched categories, as we understand the General Counsel for HEW's interpretation of the Social Security Act, all recipients of federally matched categories must receive what is referred to as a money payment.

Senator BYRD. But in the GPA category?

Mr. SHEA. In the GPA category because it is all local money, the Commissioners may administer this program in any way they see fit.

Senator BYRD. So food coupons could be used——

Mr. SHEA. Yes, sir.

Senator BYRD (continuing). If it were deemed wise to use?

Mr. SHEA. Yes, sir.

METHODS OF CHECKING ON RECIPIENTS' EXPENDITURES

Senator BYRD. How can you determine, Mr. Shea, that the cash you hand out is being used for the specified purpose?

Mr. SHEA. Well, there are several methods. Of course, the most direct method is the caseworkers visiting the homes. It is secondly, of course, any reports which the investigators might uncover as a result of their investigation. We frequently get complaints from people in the immediate neighborhood or in the general neighborhood indicating there has been a misuse of funds, each of which, of course, we investigate. These are the only available techniques we have available to check up on the proper use of the amount of money allotted for the intended purpose.

Senator BYRD. Of course, when I say cash, I am referring to a check.

Mr. SHEA. Yes sir.

REPORTS OF CASEWORKERS

Senator BYRD. I was talking with a couple of caseworkers yesterday and I asked them to come to my office. I was favorably impressed. I asked one of them a question as to whether or not she had found whisky in the homes of recipients and she stated that this was something that she saw quite frequently. There would be a bottle of whisky, an empty bottle around, and of course, the recipient would say that the whisky was brought in by visitors. So the caseworker was prohibited in many instances from ascertaining whether or not the whisky had been procured by the recipient except to take the word of the recipient himself.

I received a letter yesterday from an individual in town who says this. Let me paraphrase the letter, the paragraph. The correspondent indicates that the welfare money, some of it at least, is being appropriated for the bums, loiterers, and drunkards. This individual operates a tavern here in the city and yet he is critical of the expenditure of relief money for alcoholic beverages.

So we were speaking of rumors a little earlier, but certainly a person who operates a tavern should be in a position to speak authoritatively with regard to a few instances, at least, in which welfare moneys have been spent for whisky.

REPORTS OF INVESTIGATORS

Mr. SHEA. One of the things, of course, we do, Senator, as part of the responsibility of the investigators, is to investigate any reports we receive of children being left unattended in the care of an unsuitable person or of activities in the home that are likely to be detrimental to the health and welfare of the children. If this fact is substantiated, it may be necessary for us to physically remove the children from the home, which we have done, I think as I have indicated before, through the Women's Bureau, and Child Welfare Division, and then possibly into one of our institutions or foster homes.

EXTENT OF CHECKS CASHED WITH TAVERN OWNERS AND LIQUOR DEALERS

Senator BYRD. To what extent have you checked with the local tavern owners and liquor dealers?

Mr. SHEA. The last official check was made in 1952. If you would like, we will make another check of the canceled checks as well as a spot

inquiry as to what the attitudes of the tavern owners are in the areas where we know there is heaviest concentration of public assistance families. We will do this through our investigating staff.

Senator BYRD. All right. Wouldn't it be well, Mr. Shea, rather than to make infrequent inquiries along this line, that you do it annually? Check with the tavern owners and liquor dealers?

Mr. SHEA. If you would like, sir, we will make it annually.

Senator BYRD. How often do you flip your checks to see what percentage of the checks are being cashed in liquor stores?

Mr. SHEA. The checks go to the U.S. Treasury and we do not get them back in our division, but I am sure we can request authority to make these spot checks.

Senator BYRD. Has it ever been done?

A 1951 STUDY ON CHECKS

Mr. SHEA. 1952 was the last official check we made.

Senator BYRD. Was this procedure followed in 1952?

Mr. SHEA. Yes.

Senator BYRD. Was your department able to determine the percentage of the checks that were cashed in liquor stores, taverns?

Mr. SHEA. Yes sir. We do have a study on that in 1952.

Senator BYRD. The committee would be interested in knowing what your findings were.

Mr. SHEA. All of the public assistance checks for the month of March, 1951, were examined in order to determine those endorsed by the recipients directly to liquor stores. While the total number of checks examined is shown in the above table, which is 7,015, this figure is approximate since some checks were not identifiable. The total number of first endorsements to liquor stores for the month of March was 399. This represents 5.7 percent of all checks cashed. In the GPA single category it was found that 9.6 percent of the checks were cashed in liquor stores whereas in GPA families category only 4.2 percent were found.

The 399 checks which had been cashed in liquor stores for March 1951 were studied with reference to the months of January, February, April, and May in order to ascertain frequency and consistency. And then we have a table here which we will be glad to submit for the record if you would like it, Senator.

Senator BYRD. What does the table show, Mr. Shea?

FINDINGS OF 1951 STUDY

Mr. SHEA. The table is distribution of public assistance recipients cashing checks in liquor stores, January 1951 to May 1951, by numbers of checks cashed in the public assistance categories. A total of 5 months, a total of 103 old age assistance cases, a special category called OAA–GPA, and this is a method by which we have been able to work out with HEW a maximum Federal grant for OAA. It is entitled "OAA–GPA." 37. On aid to the blind, 21. Aid to dependent children, 106. General public assistance, single, 91. General public assistance, families, 3. Aid to the disabled, 36. A total of 397.

The information was not completed for all 5 months of the 397 checks that were cashed in March, a total study was for the other 4

months. On the above table it will be seen that of the 397 groups, 181 are not included in the distribution, and for purposes of comparison are lumped into incomplete group. This incomplete group consists of manually written checks where the numbers could not be checked, canceled checks and checks replaced by unidentifiable punch card substitutes.

It should be noted that almost 45 percent of the recipients for which there was complete data who had cashed their check directly to liquor stores for the month of March cashed them for all 5 months. Only 8.8 of these had cashed them for only in the month of March. The mean number of times the recipient cashed his check in a liquor store was 3.7. In almost every instance the recipients used the same liquor store to cash their checks. This information was prepared by the Special Assistant Corporation Counsel assigned to the department at that time. This man is no longer in the department because the special assistants were consolidated into the Corporation Counsel's office as a result of Reorganization Order No. 58 in 1953.

Senator BYRD. Was this the overall picture or just a sampling of a certain area?

Mr. SHEA. This was the number of checks cashed in the month of March 1951. Total in all categories.

Senator BYRD. Now, has there been an investigation of this prior to 1951?

Mr. SHEA. I have no record of that, sir.

QUESTION OF CONTINUING STUDY

Senator BYRD. Has there been such a study made subsequent to 1951?

Mr. SHEA. No sir, there has not.

Senator BYRD. Why has there not?

Mr. SHEA. Actually this inquiry was precipitated by the then existing Board of Public Welfare which has since been abolished. The Public Welfare Advisory Council has since been established. The Board at that time felt that this was not of major significance and did not direct us, because it was an administrative board, to reexamining it. We have no reason why we have not done it again since 1952.

Senator BYRD. Couldn't it be done every year?

Mr. SHEA. Yes, sir; it could be.

Senator BYRD. It seems to me it should be done every year, if practicable.

Do your investigators follow through on those payees who are found to be canceling their checks in liquor stores?

Mr. SHEA. I would say, Senator, they follow them through in the same fashion which they followed through all other cases because generally speaking they are not able to get into these cases as frequently as they would like. Any evidence, however, which they may discover with respect to neglect or abuse or mistreatment of the children, this, of course, would trigger off an immediate inquiry as to what precipitated this, which may well be connected to the misuse of funds, checks cashed in the liquor stores.

Senator BYRD. Of course, no investigation having been made within the past 10 years, your investigators do not have this information to assist them.

Mr. SHEA. No, sir. That is correct. The only information that has been ascertained is a concurrent amount of information gathered along with all other information by the caseworkers going in all too infrequently or the investigators getting involved in the situation as a result of the caseworker being concerned about what she thinks may be the true situation in the home. The caseworkers, as you remember, Senator, work through so-called normal working days. The investigators work at hours that we determine and which we shift based upon our own administrative decision as to when they will be most effective. In other words, they may work one week from 7 p.m. to 10 p.m. and the next quarter they may work from 10 p.m. to 2 p.m. They may work one month Friday and the next month Sunday. In other words, we don't want to develop in the community's mind any opportunity to figure out what our investigating schedule is. We figure out what our investigating schedule is. We adjust it based on our feeling that this is how they will receive the maximum results.

So the schedule is flexible with respect to the investigators with express purpose of attaining the maximum result.

INVESTIGATING AT NIGHT ON WEEKENDS

Senator BYRD. I assume that your investigators don't do very much investigating on Friday night and Saturday night.

Mr. SHEA. From experience those have proven to be bad nights.

Senator BYRD. I have been out with the Metropolitan Police on a few of those nights. The first night I was out with the police, there was a homicide on North Park Drive. A Navy Department worker was hit on the back of the head and robbed. And in view of some of the things I have seen going on on Friday nights and Saturday nights here, I don't think I would want to be an investigator for any salary if it necessitated my having to go in on Friday night and Saturday night and make inquiry regarding the whisky.

Mr. SHEA. Generally speaking, Mr. Galvin informs me our workers do work on Friday night but on Saturday night there is just too much danger involved.

Senator BYRD. And those are the nights when the best evidence might be procured.

Mr. SHEA. Of course the investigators go in on Sunday morning so they can pick up the pieces after Saturday night's spectacles.

Senator BYRD. Are the recipients able to answer questions on Sunday morning?

Mr. SHEA. To the very best of their ability I believe the investigators do get reasonably satisfactory information from their Sunday morning investigations.

METHOD OF CHECK DISTRIBUTION

Senator BYRD. Are checks sent through the mail or are some of them picked up by the recipients?

Mr. SHEA. All mailed from the Disbursing Office. Now, there may be a rare instance in which the emergency assistance is given because of an extreme emergency. It is again a check that the person gets which they are directed to pick up at the Disbursing Office on the day of the emergency situation.

Senator BYRD. Is any fee charged for cashing the checks?

Mr. SHEA. Not to my knowledge, sir.

Senator BYRD. At the liquor stores?

Mr. SHEA. I am not that familiar with the situation. There may well be.

CHECKS FRAUDULENTLY ENDORSED

Senator BYRD. Have you found any fraudulent endorsements of the checks?

Mr. SHEA. Yes. There have been fraudulent endorsements of the checks.

ARRESTS FOR DRUNKENNESS

Senator BYRD. Of those persons arrested for drunkenness on weekends, has your department investigated as to whether or not any of them are welfare recipients?

Mr. SHEA. Yes, sir. Anybody arrested on the weekend will probably be placed in confinement in one of the precincts and we do check daily the jail lists as to whether the person was on assistance and what his status might be which could be in this particular instance confinement. This is a daily check in terms of who is in the correctional system and where.

FOOD ALLOWANCES ADJUSTED UNDER SURPLUS COMMODITIES PROGRAM

Senator BYRD. Did your department make any change in the food allowance when you started distributing surplus commodities?

Mr. SHEA. Yes, sir. We adjusted—we still maintained the low-low Department of Agriculture budget standard but it was adjusted upward from April 1953 prices to April 1957 prices and the budget percentage increased from 83 percent in April 1957 to 100 percent as a result of the reevaluated and readjusted budget standard.

Senator BYRD. Did you have any comments in response to that question? I saw you shake your head in the negative, Mr. Puntch.

Mr. PUNTCH. No, sir.

Senator BYRD. Do you have any reason, Mr. Shea, to think that with the addition of commodities to the program, some of the money that originally went into the purchase of food found itself going into other channels?

DIVERSION OF FOOD ALLOWANCE

Mr. SHEA. I think because persons have to pay rent in excess of that which they should pay, they have had to take a certain amount of money that would be allocated budgetwise for food and direct it toward rent to assure their having a roof over their heads. I am sure that there has been a real desire on the part of the parents sometimes to spend or be required to spend money for clothing and for incidentals which the child might need because he is about to start school or some particular program in the school the parent wants his child to participate. Parents have not misdirected funds but used the money theoretically identified with food. Those are the only things I can think of in which there may have been the use of food money for other purposes.

Senator BYRD. Your caseworkers indicated to me yesterday that in some instances they found the recipients making payments on items

of furniture. I presume some of the money might have been taken from the food allowance.

Mr. SHEA. Yes, sir. It may well have, of course. It could have been taken from the clothing allowance or incidentals allowance, too.

Senator BYRD. Do you have any suggestions as to how this activity might be curtailed?

LACK OF PROVISION FOR FURNITURE

Mr. SHEA. Of course, one of the tragedies of the public assistance families in the District of Columbia is they have so little furniture with which to start. Real genuine efforts have been made by charitable and church organizations and many private individuals to see to it that people have at least basic furniture. We have not in recent years allowed any allotment for the purchase of household furnishings simply because of budget restrictions. We have maintained our budget at a minimum standard in terms of the factors constituting budgets. I do think this is something the voluntary agencies and individuals in the community can do. It is pretty hard for a family to be self-respecting in any sense of the word if the children don't have at least a minimum in the way of adequate items which most of us just take for granted. A lot of these children have not had the opportunity for a normal family life, as Mr. Scott stated the other day. There is nothing in their general atmosphere or environment that is conducive to many of the things we take for granted.

I think this is a contribution which the total community and church organization can possibly accelerate their pace. Not that they are not doing a very good job. I think they are. But because there are so many families that are needy, I think their pace should be accelerated.

CAR OWNERSHIP BY RECIPIENTS

Senator BYRD. I agree. Suppose your case worker finds the recipient suddenly becomes the owner of a car. What happens?

Mr. SHEA. The investigation section immediately becomes involved in the situation. They investigate any evidence of unknown resources such as the acquisition of new articles of value or any other activities beyond the scope of the clients known income. The investigating force ascertains the nature of the resource, such as employment or illegal activities or any other type of regular income which they might have. So this again is immediately a triggering off factor that becomes a responsibility of the investigator. If the facts are not sustained as they have been reported, the likelihood of their continuing on assistance is remote.

Senator BYRD. If the recipient has an automobile, is he required to give a lien on the property to become eligible for welfare payments?

Mr. SHEA. No, he is not. It has to be sold as an investment and becomes therefore a resource. He is not eligible for public assistance while this amount of money is available as a continuing resource. After he exhausts the amount of money which he received for the disposition of the car, he might then become eligible for public assistance. And Mr. Galvin indicates unless there is a possibility, and this would be very remote in terms of numbers, the use of a car for purposes of employment or business.

REAL PROPERTY LIMITATIONS

Senator BYRD. What are your property limitations for welfare recipients, real property limitations?

Mr. SHEA. Mr. Galvin?

Mr. GALVIN. On real property, unless they live in it, it has to be sold and used as a resource.

Senator BYRD. And if they live in the real property?

Mr. GALVIN. Then it can be paid according to the budget standard for the rent, and so forth.

Mr. SHEA. In other words, the amount of money they would have to expend for the maintenance of that house, may not exceed the amount of rent they would pay if they were in somebody else's apartment.

Senator BYRD. Don't you require the recipient to give the department a lien?

Mr. GALVIN. This under law is only required of the old-age category and AB category. The legislation that Mr. Shea mentioned previously that is now before the Senate committee would include all categories. At the present time only two of them are required under law.

Senator BYRD. Would you recommend that this be done, that it be extended to all categories?

Mr. GALVIN. I recommended that to Mr. Shea and I recommended that to the committee.

Mr. SHEA. Yes, and this has been one of the basic precepts that has been maintained by the committee that developed this legislative program from the very beginning; the application of this lien concept to all categories of assistance.

Senator BYRD. I believe it applies to all categories in my State of West Virginia. Do you know, Mr. Shea?

Mr. SHEA. I don't know.

RECIPIENTS WITH CARS AND TELEVISION SETS

Senator BYRD. Has your department ever made a study as to how many welfare recipients have automobiles?

Mr. SHEA. No, sir; we have not.

Senator BYRD. Do you think it is a good idea?

Mr. SHEA. Well, if you would like us to.

Senator BYRD. Has it made a study as to how many of your recipients had television sets when they first became eligible and as to how many have acquired television sets subsequent to their becoming eligible?

Mr. SHEA. This is Mr. Galvin's province. May he speak to that?

Mr. GALVIN. On the question of automobiles, as Mr. Shea previously indicated, any known evidence of an automobile unless it was used in the employment and which would be then a resource because of the employment, would be sold. So although a study has not been

made almost a complete knowledge of the fact of whether or not they have an automobile is known.

On television sets, until, I think, 1957 this was one of the things that could not be possessed by the recipient. Since that date, with the change in the other plans, they can now own them but if they are owned or are in excess of a certain value, or if their value is in excess of their budget, this matter is investigated as to the source of the income.

Senator BYRD. Well, isn't there some indication that they are using the welfare money for payments on television sets if they have no outside income?

Mr. GALVIN. This is possible, but under the incidental amount allowed in the budget—in other words, this is a matter of choice whether a person buys a television set. The children cannot go to the movies but if they could save $5 a month to pay on a television set, this would possibly be done by the family. The family has a choice of that to do with the money.

Senator BYRD. You are speaking of the money for incidentals.

Mr. GALVIN. They have the choice of the total money but I say the money for television sets could come out of the incidental money.

Senator BYRD. That is what I have reference to.

REASONS FOR POSSESSION OF TELEVISION SETS

Mr. GALVIN. It could possibly come out of the clothing money, that the mother in this particular case would rather have a television set and for temporary periods reduce the amount used on clothes, feeling that this television set would be more beneficial to the child because of the neighborhood in which the child lived. It might be a very poor neighborhood. It would be much better and more constructive for the child to remain in and watch television rather than go out and roam the streets.

Senator BYRD. What do you think of this, Mr. Shea?

Mr. SHEA. I was going to say that if this person cannot ascertain by receipts that they are directing this portion of their check toward the purchase of a television set, there is a television set in the house which they cannot account for; this immediately raises a question of how did this television get in the house and who is paying for it. If that cannot be properly answered, the liklihood of their continuing on assistance is remote.

In other words, if a television set is in the house and they are not able to substantiate the fact that they are paying for it at a sacrifice of their own and only money; namely, the public assistance check, this immediately arouses the suspicion that somebody else is frequenting the house. He would be an individual whom we would pursue through our investigating resources.

You see, Senator, these families I think I have indicated a number of times are living on the fringe of poverty. They have so little within which they can maneuver in terms of trying to live a reasonably normal life because they merely have the four basic factors of

food, clothing, incidentals, and rent. There isn't much maneuverability in terms of the amount of money available.

Senator BYRD. So then would you say it is good for the recipient to spend money on a television set that is otherwise needed in the food budget or needed for clothing?

Mr. SHEA. Well, I would hope they would avoid spending money from the food budget because rent and food are so basic, of course. But on the other hand, if they can properly control the programs that children watch and if it is a method by which at least the family can get together——

Senator BYRD. The first "if" is a pretty big one.

Mr. SHEA. Yes sir. Assuming this were true, it certainly is better than going—first, it is better than roaming the streets and being unsupervised and the mother not knowing where they are or how long they are going to be out. At least they are under her immediate control and it provides some cohesiveness, although I am not a television fan myself. But if properly supervised and properly selected programs, television can keep families together, and as Mr. Galvin said, I don't know what it costs to go to a movie these days but these people cannot go with any regularity, and of course they might be going to the wrong movies which will not benefit them. It is something we watch for in terms of who is paying for it, but it does have positive methods if properly controlled.

SURVEY OF GENERAL ACCOUNTING OFFICE

Senator BYRD. Has the General Accounting Office taken a look at your records in recent years?

Mr. SHEA. Yes sir. For approximately 2 or 3 years the General Accounting Office has been physically at the Public Assistance Division, and approximately 3 months ago their staff was removed and they are now writing their report. As yet we have no copy of their report.

Senator BYRD. I will speak off the record.

(Discussion off the record.)

Senator BYRD. The committee will stand in recess until 2:30 p.m.

STATISTICAL TABLES FOR INSERTION

Senator SCHOEPPEL. Before we close, I will take this opportunity at this time, directing my attention to the reporter here and you men here, I would like to insert in the record following Mr. Shea's testimony today the advance release of statistics on public assistance of June 1, 1961, submitted to me by the Department of Health, Education, and Welfare. These statistical tables presented by the States show the payments being made for old-age assistance in these categories: Aid to dependent children, aid to totally disabled, aid to the blind, and general assistance. Now, there are four of those tables. I would like to have that offered for the record.

Senator BYRD. It will be included in the record.

(The information referred to follows:)

ADVANCE RELEASE OF STATISTICS ON PUBLIC ASSISTANCE, JUNE 1, 1961

TABLE 3.—*Old-age assistance: Recipients and payments to recipients, by State, June 1961* [1]

[Includes vendor payments for medical care and cases receiving only such payments]

State	Number of recipients	Payments to recipients		Percentage change from—			
		Total amount	Average	May 1961 in—		June 1960 in—	
				Number	Amount	Number	Amount
Total [2]	2,296,190	$155,800,211	$67.85	−0.2	−1.4	−2.6	−2.9
Alabama	99,881	5,385,527	53.92	+.4	+.5	+1.0	+2.6
Alaska	1,420	[3] 94,990	66.89	−.1	+.5	−1.2	+2.3
Arizona	14,136	859,762	60.82	+.1	(4)	+1.2	−.1
Arkansas	56,414	2,959,618	52.46	+.3	+.3	+1.3	+.4
California	253,937	23,235,889	91.50	−.4	−2.1	−.4	+.8
Colorado [2]	51,270	4,948,123	96.51	−.3	+1.7	+.8	−1.4
Connecticut	13,871	900,895	64.95	−2.2	−42.2	−3.9	−42.8
Delaware	1,205	59,907	49.72	−1.6	−1.7	−6.8	−7.3
District of Columbia	3,045	201,197	66.07	(5)	+.3	−1.7	−.2
Florida	70,100	4,231,394	60.36	+.2	+.6	+.8	+4.7
Georgia	95,325	4,486,596	47.07	(5)	(4)	−1.2	−1.7
Guam	99	2,539	25.65	(6)	(6)	(6)	(6)
Hawaii	1,439	101,580	70.59	−1.3	−.4	+.8	+10.9
Idaho	7,253	599,456	82.65	+.5	−1.4	+.1	+20.0
Illinois	70,259	5,489,286	78.13	−.2	−.2	−4.1	+1.4
Indiana	26,157	1,729,039	66.10	−.6	+.2	−4.9	−.1
Iowa	33,480	2,961,732	88.46	−.3	−.4	−2.3	+6.2
Kansas	27,531	2,286,610	83.06	−.3	+.5	−3.1	+.6
Kentucky	55,727	2,796,446	50.18	+.3	+.1	−.7	+8.2
Louisiana	126,040	9,002,529	71.43	(5)	+.8	+.8	+.6
Maine	11,072	748,955	67.64	−3.3	−4.5	−5.5	−5.7
Maryland	9,615	613,421	63.80	+.3	+.1	+2.1	+5.5
Massachusetts	62,766	5,093,087	81.14	−.5	−7.0	−20.2	−34.7
Michigan	56,494	4,510,039	79.83	−.2	+.3	−7.7	−1.9
Minnesota	45,627	4,311,911	94.50	−.3	−4.1	−2.4	+4.0
Mississippi	81,132	2,872,430	35.40	+.5	+2.3	+1.6	+20.9
Missouri	113,361	6,908,043	61.73	−.1	+1.4	−2.0	+.8
Montana	6,484	416,426	64.22	−.6	−.2	−5.8	−5.4
Nebraska	14,377	1,099,030	76.44	−.5	−1.0	−3.6	+3.4
Nevada	2,535	198,614	78.35	−.5	−.4	−2.5	+7.2
New Hampshire	4,834	412,487	85.33	+.2	−.3	−.2	+7.7
New Jersey	18,952	1,751,934	92.44	−.2	−.3	+.2	+2.6
New Mexico	11,061	745,704	67.42	−.1	−.1	+2.2	+1.1
New York	61,297	5,009,516	81.58	−2.4	−1.7	−25.4	−43.6
North Carolina	47,593	2,145,670	45.08	+.2	+.4	−1.6	+3.5
North Dakota	7,075	666,712	94.23	−.3	+6.2	−2.3	+7.9
Ohio	89,814	6,960,795	77.50	+.1	+1.5	+.6	+4.3
Oklahoma	88,161	7,170,733	81.34	−.1	−7.1	−1.5	+1.0
Oregon	16,469	1,384,668	84.08	+.6	−2.5	−2.6	+9.2
Pennsylvania	49,977	3,346,006	66.95	(4)	−2.3	−.1	−1.8
Puerto Rico	37,926	314,854	8.30	−.2	−.1	−3.3	−2.6
Rhode Island	6,615	535,069	80.89	−.2	−.2	−1.8	+1.4
South Carolina	30,928	1,417,710	45.84	−.2	+11.1	−4.0	+1.2
South Dakota	8,479	542,914	64.03	−.3	−.2	−4.1	−.4
Tennessee	53,995	2,377,606	44.03	−.1	+.8	−1.2	+.2
Texas	220,594	11,642,184	52.78	(4)	(5)	−.5	−.8
Utah	7,516	531,189	70.67	−.5	−1.2	−4.4	−6.9
Vermont	5,611	400,860	71.44	(4)	+.5	+.3	+13.7
Virgin Islands	527	16,218	30.77	−.9	(5)	−6.1	+22.2
Virginia	14,459	795,965	55.05	+.2	+3.7	−.5	+23.6
Washington [7]	46,930	4,456,332	94.96	−.1	−5.8	−3.9	+4.6
West Virginia	18,678	765,496	40.98	−.2	(4)	−3.6	+1.2
Wisconsin	33,542	2,989,264	89.12	−.8	−1.7	−4.8	+2.5
Wyoming	3,105	234,254	75.44	−.6	−.7	−4.5	−.2

[1] For definition of terms see the Bulletin, October 1957, p. 18. All data subject to revision.
[2] Includes 3,749 recipients aged 60 to 64 in Colorado and payments of $337,176 to these recipients. Such payments were made without Federal participation.
[3] In addition, supplemental payments of $23,112 from general assistance funds were made to 62 recipients.
[4] Decrease of less than 0.05 percent.
[5] Increase of less than 0.05 percent.
[6] Percentage change not computed on base of fewer than 100 recipients.
[7] Estimated.

TABLE 5.—*Aid to dependent children: Recipients and payments to recipients, by State, June 1961* [1]

[Includes vendor payments for medical care and cases receiving only such payments]

State	Number of families	Number of recipients		Payments to recipients			Percentage change from—			
		Total [2]	Children	Total amount	Average per—		May 1961 in—		June 1960 in—	
					Family	Recipient	Number of recipients	Amount	Number of recipients	Amount
Total [3]	878,332	3,382,865	2,613,273	$102,487,778	$116.68	$30.30	+1.4	+1.7	+11.9	+16.5
Alabama	21,494	86,829	68,096	882,238	41.05	10.16	+.2	+.4	+1.3	+8.4
Alaska	1,174	4,055	3,044	130,725	111.35	32.24	−1.4	−5.3	−4.1	−4.7
Arizona	8,791	35,617	27,421	1,069,546	121.66	30.03	+.7	+.7	+21.6	+20.3
Arkansas	7,093	27,091	20,917	437,376	61.66	16.14	−7.5	−5.9	+.2	−.6
California	87,545	310,936	244,977	14,668,749	167.56	47.18	−.1	−2.3	+15.8	+19.3
Colorado	8,154	31,519	24,734	1,059,609	129.95	33.62	−.8	−2.0	+10.8	+12.6
Connecticut	8,410	29,096	21,820	1,501,748	178.57	51.61	+1.1	+9.8	+15.9	+29.7
Delaware	1,842	7,102	5,535	161,555	87.71	22.75	−1.6	−3.0	+14.2	+13.3
District of Columbia	5,482	24,624	19,485	824,781	150.45	33.50	+1.0	+.6	+20.5	+19.9
Florida	23,882	87,391	69,517	1,465,544	61.37	16.77	+.9	+.9	−4.2	−4.9
Georgia	16,210	60,218	46,577	1,409,431	86.95	23.41	−3.6	−3.7	+6.8	+5.5
Guam	160	900	748	12,876	80.48	14.31	+7.1	+27.9	+63.0	+98.7
Hawaii	2,473	9,577	7,596	334,061	135.08	34.88	−.4	−1.8	+2.4	+6.3
Idaho	2,418	9,092	6,731	370,693	153.31	40.77	+2.4	+2.4	+17.2	+17.9
Illinois [3]	43,897	187,584	146,245	7,535,703	171.67	40.17	+7.1	+7.5	+26.0	+29.5
Indiana	12,113	45,100	34,172	1,284,881	106.07	28.49	−.1	+.2	+6.3	+9.1
Iowa	10,196	37,649	28,458	1,287,886	126.31	34.21	(4)	−1.1	+11.1	+1.7
Kansas	6,558	25,219	19,916	921,976	140.59	36.56	−.6	−.4	+8.3	+7.5
Kentucky	21,402	76,539	57,506	1,857,193	86.78	24.26	+1.0	+2.5	+5.4	+18.6
Louisiana	22,188	91,126	70,788	2,133,775	96.17	23.42	+.4	+.1	−11.5	−13.1
Maine	5,841	20,737	15,361	540,792	92.59	26.08	+.1	−.1	+1.4	−3.7
Maryland	10,062	42,381	33,363	1,271,346	126.35	30.00	+.3	+.3	+18.0	+20.2
Massachusetts [3]	16,178	55,415	41,240	2,465,312	152.39	44.49	+3.1	−3.6	+13.2	+15.6
Michigan	29,900	107,360	79,093	3,934,522	131.59	36.65	+2.3	+2.1	+12.5	+12.6
Minnesota	10,803	37,514	29,317	1,735,049	160.61	46.25	+.1	−3.2	+7.8	+10.1
Mississippi	20,803	81,199	63,711	756,815	36.38	9.32	+.1	(4)	+5.4	−7.4
Missouri	26,545	102,155	77,772	2,481,318	93.48	24.29	−.1	+.1	−.2	+5.7
Montana	1,973	7,329	5,799	248,587	125.99	33.92	+2.1	+2.1	+4.6	+6.6
Nebraska	3,156	12,305	9,479	375,215	118.89	30.49	−.5	−.5	+15.3	+18.3
Nevada	1,271	4,405	3,468	121,051	95.24	27.48	−2.3	−2.0	+13.8	+18.4

New Hampshire	1,138	4,407	3,343	182,737	160.58	41.47	+.1	−1.4	+8.4	+9.9
New Jersey	18,700	66,645	50,611	3,141,286	167.98	47.13	+2.0	+1.9	+30.2	+32.6
New Mexico	7,697	30,083	23,214	973,684	126.50	32.37	−1.1	−3.2	−1.0	+1.3
New York [3]	79,686	325,554	248,502	13,759,298	172.67	42.26	+11.0	+9.7	+23.0	+22.6
North Carolina	28,758	114,702	88,787	2,298,651	79.93	20.04	−.4	−.2	+7.8	+10.5
North Dakota	1,877	7,031	5,497	283,891	151.25	40.38	−1.8	+.5	+1.6	+6.8
Ohio	31,322	124,868	95,217	3,844,775	122.75	30.79	+2.3	+2.2	+19.4	+23.4
Oklahoma	18,894	68,007	51,771	2,319,446	122.76	34.11	+.4	+2.4	+5.9	+14.4
Oregon	7,050	25,036	18,903	1,030,376	146.15	41.16	−.7	−3.6	+18.4	+29.1
Pennsylvania [3]	66,919	273,054	209,325	8,071,752	120.62	29.56	−.9	+2.6	+44.0	+35.4
Puerto Rico	58,182	226,195	181,278	863,906	14.85	3.82	[5]	+.2	+5.2	+3.3
Rhode Island [3]	5,318	19,821	15,019	764,682	143.79	38.58	+.5	+4.1	+23.5	+32.1
South Carolina	9,479	37,810	29,998	580,614	61.25	15.36	−.5	+4.3	−.3	−.4
South Dakota	3,236	11,241	8,467	369,298	114.12	32.85	−1.2	+2.1	+2.7	+9.1
Tennessee	22,501	84,272	64,021	1,578,028	70.13	18.73	+.2	+.5	+3.3	+1.8
Texas	19,192	79,714	60,863	1,477,593	76.99	18.54	−.1	+.4	−4.9	+2.3
Utah [3]	4,007	14,951	11,260	544,529	135.89	36.42	+7.5	+3.6	+18.8	+11.9
Vermont	1,343	4,824	3,620	147,927	110.15	30.66	+1.7	+2.0	+6.4	+6.7
Virgin Islands	267	859	718	15,968	59.81	18.59	−2.1	−1.3	−6.8	+23.6
Virginia	10,357	42,017	32,960	1,016,570	98.15	24.19	−.4	[5]	+10.5	+27.4
Washington [6]	12,955	44,375	34,660	2,166,244	167.21	48.82	−.1	−2.5	+10.4	+15.9
West Virginia	20,439	79,003	61,582	2,001,480	97.92	25.33	−.6	−.6	−1.6	+2.1
Wisconsin	10,203	37,389	28,506	1,662,163	162.91	44.46	[5]	−2.0	+8.2	+8.5
Wyoming	798	2,943	2,265	112,527	141.01	38.24	−.4	−3.3	+14.9	+20.1

[1] For definition of terms see the Bulletin, October 1957, p. 18. All data subject to revision.

[2] Includes as recipients the children and 1 parent or other adult relative in families in which the requirements of at least 1 such adult were considered in determining the amount of assistance.

[3] Includes data on aid to dependent children of unemployed parents; see table 6. For Illinois, data also include $443 for foster family care of 10 children from 4 families.

[4] Increase of less than 0.05 percent.

[5] Decrease of less than 0.05 percent.

[6] Estimated.

TABLE 7.—*Aid to the blind: Recipients and payments to recipients, by State, June 1961* [1]

[Includes vendor payments for medical care and cases receiving only such payments]

State	Number of recipients	Payments to recipients		Percentage change from—			
		Total amount	Average	May 1961 in—		June 1960 in—	
				Number	Amount	Number	Amount
Total [2]	105,608	$7,747,143	$73.36	−0.4	−0.9	−2.2	−1.5
Alabama	1,577	66,250	42.01	+.8	+1.5	−2.0	+4.7
Alaska	99	7,225	72.98	(3)	(3)	−6.6	−5.1
Arizona	877	63,617	72.54	+.8	+1.5	+4.0	+4.4
Arkansas	1,998	116,253	58.18	+.1	+4.2	−1.4	+1.4
California [2]	13,589	1,452,895	106.92	−.3	−1.1	−1.2	−1.4
Colorado	270	21,712	80.41	−3.6	−7.3	−4.9	−6.1
Connecticut	300	23,742	79.14	0	−19.7	+2.0	−16.6
Delaware	264	18,689	70.79	+1.9	+2.0	+6.5	+5.3
District of Columbia	208	14,303	68.76	−1.9	−3.1	−7.6	−9.4
Florida	2,465	154,903	62.84	+.2	+.7	−2.4	−1.1
Georgia	3,583	188,713	52.67	+.2	+.3	+.4	+.7
Guam	6	118	(3)	(3)	(3)	(3)	(3)
Hawaii	80	6,273	78.41	(3)	(3)	(3)	(3)
Idaho	148	10,712	72.38	−2.0	−3.6	−10.8	−11.7
Illinois	2,941	253,593	86.23	+.3	+.4	−2.0	+2.9
Indiana	1,862	142,176	76.36	+.6	−.8	+2.1	+5.4
Iowa	1,410	138,933	98.53	−.8	−.5	−1.6	−.5
Kansas	591	50,701	85.79	−.7	−.6	−1.8	+2.1
Kentucky	2,407	127,729	53.07	+.4	+.8	−.7	+18.2
Louisiana	2,773	224,039	80.79	−1.2	−.1	+.8	−.4
Maine	415	27,088	65.27	−1.9	−1.8	−5.7	−4.6
Maryland	433	28,146	65.00	−.5	−.5	−5.0	−4.7
Massachusetts	2,172	274,641	126.45	−2.1	+5.9	+1.0	+1.6
Michigan	1,733	139,716	80.62	0	+.3	−2.1	−2.3
Minnesota	1,050	111,986	106.65	+.4	−6.4	−.7	+11.1
Mississippi	5,421	208,346	38.43	−5.3	−4.9	−15.5	−16.0
Missouri [2]	4,929	320,385	65.00	−.4	−.4	−3.0	−3.0
Montana	315	22,918	72.76	+3.6	+5.1	−9.7	−13.8
Nebraska	775	71,758	92.59	0	−2.0	−7.8	−3.7
Nevada	179	18,056	100.87	+1.1	+2.6	−2.7	−1.5
New Hampshire	246	21,278	86.50	+.4	−.2	−4	+4.9
New Jersey	925	81,723	88.35	−.1	−1.6	−1.1	+1.5
New Mexico	359	21,498	59.88	+1.7	+.6	−5.5	−10.0
New York	3,481	335,525	96.39	+.1	−.2	−10.7	−21.8
North Carolina	5,179	287,366	55.49	+1.4	+.6	+.1	+.7
North Dakota	92	6,528	70.96	(3)	(3)	(3)	(3)
Ohio	3,509	272,546	77.67	−.2	−.1	−.2	+5.4
Oklahoma	1,810	161,367	89.15	−.1	−16.8	−2.5	−10.8
Oregon	261	24,314	93.16	+3.6	+10.4	−1.5	+11.5
Pennsylvania [2]	17,884	1,311,429	73.33	+.2	−1.1	+.9	−.1
Puerto Rico	1,830	15,127	8.27	−.8	−.1	−3.9	−3.9
Rhode Island	116	9,273	79.94	−1.7	−1.9	−5.7	0
South Carolina	1,701	84,623	49.75	+.1	+5.2	−.4	+7.5
South Dakota	163	10,195	62.55	−.6	+1.1	−1.8	+.7
Tennessee	2,644	125,461	47.45	−.9	−.5	−4.4	−4.3
Texas	6,326	369,494	58.41	−.5	−.4	−.5	−.5
Utah	193	15,055	78.01	−1.5	+25.8	−3.5	+5.4
Vermont	112	7,019	62.67	+1.8	−1.4	−18.2	−18.4
Virgin Islands	19	600	(3)	(3)	(3)	(3)	(3)
Virginia	1,230	73,527	59.78	−.5	−2.1	−.2	+10.1
Washington [4]	700	72,767	103.95	−.3	−5.7	−3.2	+5.3
West Virginia	985	43,544	44.21	−1.0	−1.2	−3.0	+5.4
Wisconsin	918	86,610	94.35	−1.0	−1.3	−5.3	+3.1
Wyoming	55	4,658	84.69	(3)	(3)	(3)	(3)

[1] For definition of terms see the Bulletin, October 1957, p. 18. All data subject to revision.

[2] Data include recipients of payments made without Federal participation and payments to these recipients as follows: California, $35,795 to 308 recipients; Missouri, $46,277 to 707 recipients; and Pennsylvania, $842,076 to 11,663 recipients.

[3] Average payment not computed on base of fewer than 50 recipients; percentage change, on fewer than 100 recipients.

[4] Estimated.

TABLE 8.—*Aid to the permanently and totally disabled: Recipients and payments to recipients, by State, June 1961* [1]

[Includes vendor payments for medical care and cases receiving only such payments]

State	Number of recipients	Payments to recipients		Percentage change from—			
		Total amount	Average	May 1961 in—		June 1960 in—	
				Number	Amount	Number	Amount
Total	383,952	$26,182,294	$68.19	+0.7	−0.5	+5.8	+9.4
Alabama	12,215	458,696	37.55	+.8	+.6	−.3	+3.7
Arkansas	7,477	312,976	41.86	+.6	+2.5	+3.8	+10.2
California	13,202	1,318,891	99.90	+3.7	+8.7	+44.6	+54.5
Colorado	5,665	403,160	71.17	−.4	+.5	+1.0	+4.3
Connecticut	2,287	213,766	93.47	−1.6	−21.3	+5.4	−23.4
Delaware	418	27,880	66.70	+3.0	+1.8	+15.2	+15.9
District of Columbia	2,762	208,674	75.55	−.5	−.2	−.6	−.7
Florida	10,223	669,093	65.45	+1.4	+1.3	+11.0	+12.0
Georgia	23,206	1,195,496	51.52	+.9	+.9	+7.9	+7.2
Guam	72	1,641	22.79	[2]	[2]	[2]	[2]
Hawaii	979	80,167	81.89	−1.4	−1.6	−3.7	+1.5
Idaho	1,186	89,688	75.62	−.3	−.4	+16.5	+20.1
Illinois	19,750	1,733,574	87.78	+.9	+1.1	+7.3	+13.7
Iowa	714	53,922	75.52	+3.9	−17.7	+91.9	+76.3
Kansas	4,200	367,388	87.47	−.5	−.6	−.6	+3.1
Kentucky	8,006	439,722	54.92	+.8	+1.0	+4.7	+25.8
Louisiana	16,526	931,997	56.40	+1.2	+1.8	+.2	+.3
Maine	2,143	148,275	69.19	−1.5	−1.8	[3]	+1.0
Maryland	6,435	418,256	65.00	+1.5	+1.5	+4.1	+3.9
Massachusetts	9,941	1,321,164	132.90	−4.6	−6.5	−3.9	+4.7
Michigan	5,248	537,426	102.41	+1.3	+3.3	+10.6	+12.0
Minnesota	2,574	158,315	61.51	+.6	+.1	+6.2	+6.9
Mississippi	12,799	446,029	34.85	+1.2	+1.1	+9.6	+25.9
Missouri	15,434	988,446	64.04	[3]	+1.5	+.6	+3.9
Montana	1,246	90,224	72.41	−.2	−.8	−2.7	−3.1
Nebraska	2,151	159,037	73.94	−.4	−2.6	+18.2	+21.9
New Hampshire	441	44,379	100.63	−1.3	−1.5	+3.3	+9.3
New Jersey	7,406	705,968	95.32	−.4	+.1	+8.5	+10.2
New Mexico	2,686	189,816	70.67	+1.6	+1.5	+9.8	+16.9
New York	36,419	3,911,546	107.40	−.4	−.5	−.8	+2.4
North Carolina	20,166	1,026,532	50.90	+1.2	+1.4	+7.4	+11.8
North Dakota	1,138	114,060	100.23	−.7	+7.4	−2.7	+7.1
Ohio	13,771	1,038,436	75.41	+1.4	−.5	+13.2	+16.2
Oklahoma	10,033	803,936	80.13	+.6	−18.0	+7.5	−3.0
Oregon	5,049	473,058	93.69	+1.5	−.2	+3.4	+18.4
Pennsylvania	17,825	1,045,325	58.64	+.2	−3.4	+1.9	−1.8
Puerto Rico	22,587	196,530	8.50	+2.1	+.8	+.8	+.3
Rhode Island	2,971	258,122	86.88	−.7	−.1	+4.2	+8.0
South Carolina	7,975	401,776	50.38	+.5	+11.6	+2.4	+7.8
South Dakota	1,140	74,348	65.22	−.7	−.6	−1.3	+.6
Tennessee	10,482	482,865	46.07	+2.2	+2.2	+14.7	+12.3
Texas	7,351	399,686	54.37	+2.1	+2.3	+17.7	+17.9
Utah	2,683	213,856	79.71	+2.1	+2.3	+14.1	+17.0
Vermont	842	54,871	65.17	+1.6	+.7	−7.2	−6.0
Virgin Islands	98	3,447	35.17	−2.0	−2.1	−8.4	+20.9
Virginia	6,641	411,327	61.94	+.5	+.3	+5.3	+30.8
Washington [4]	7,440	744,585	100.08	+2.4	−3.6	+9.2	+11.7
West Virginia	7,319	320,648	43.81	+.3	+.5	−.7	+4.6
Wisconsin	4,047	448,583	110.84	+.9	−.8	+25.7	+33.9
Wyoming	583	44,691	76.66	+.5	+.1	+11.7	+21.2

[1] For definition of terms see the Bulletin, October 1957, p. 18. All data subject to revision.
[2] Percentage change not computed on base of fewer than 100 recipients.
[3] Decrease of less than 0.05 percent.
[4] Estimated.

TABLE 9.—*General assistance: Recipients and payments to recipients, by State, June 1961* [1]

[Excludes vendor payments for medical care and cases receiving only such payments]

State	Number of—		Payments to recipients			Percentage change from—			
				Average per—		May 1961 in—		June 1960 in—	
	Cases	Recipients	Total amount	Case	Recipient	Number of recipients	Amount	Number of recipients	Amount
Total [2]	406,000	1,049,000	$26,438,000	$65.13	$25.20	−12.9	−12.1	+8.2	+7.0
Alabama	106	106	1,366	12.89	12.89	−4.5	+2.8	(3)	(3)
Alaska	142	361	8,751	61.63	24.24	−9.8	−10.1	−17.2	−25.2
Arizona	3,607	6,616	165,137	45.78	24.96	+8.7	+15.0	+4.4	−4.8
Arkansas	282	994	3,883	13.77	3.91	−5.8	−12.3	+17.5	+8.3
California	36,642	76,302	2,245,111	61.27	29.42	−6.8	−4.3	+13.8	+11.0
Colorado	1,195	4,136	50,254	42.05	12.15	−26.1	−25.8	−3.8	−5.5
Connecticut	[4] 5,352	[4] 16,498	398,000	74.36	24.12	−4.1	−2.6	+20.2	+29.1
Delaware	1,747	4,364	112,618	64.46	25.81	−1.8	−8.5	+25.1	+15.2
District of Columbia	1,576	1,712	115,903	73.54	67.70	−4.7	−5.1	+12.0	+14.8
Florida [5]	9,200	(6)	316,000	------	------	------	------	------	------
Georgia	2,184	4,926	67,507	30.91	13.70	−15.5	−6.3	−2.4	+14.0
Guam	2	2	35	(3)	(3)	(3)	(3)	(3)	(3)
Hawaii	1,055	2,112	78,877	74.76	37.35	−6.3	−4.3	+3.9	−3.3
Illinois	47,382	122,659	4,328,706	91.36	35.29	−13.1	−9.8	+6.7	+5.3
Indiana [7]	22,103	75,412	770,848	34.88	10.22	−2.9	−11.6	+44.5	+29.7
Iowa	4,099	9,722	158,388	38.64	16.29	−5.5	+3.4	+12.3	+15.5
Kansas	2,994	9,002	202,901	67.77	22.54	−10.9	−9.6	+31.6	+34.2
Kentucky	2,317	6,620	91,011	39.28	13.75	−23.7	−7.2	+34.9	+37.3
Louisiana	8,612	9,470	438,201	50.88	46.27	+1.1	+1.2	2.6	+1.4
Maine	2,672	8,844	109,174	40.86	12.34	−19.8	−12.5	(6)	(6)
Maryland	3,922	5,474	257,956	65.77	47.12	−7.7	−4.3	+33.9	+44.7
Massachusetts	7,642	17,359	488,172	63.88	28.12	−12.0	−16.4	−4.7	−6.8
Michigan	37,985	133,416	3,902,849	102.75	29.25	−10.7	+1.7	+33.6	+40.0
Minnesota	9,030	27,102	652,553	72.27	24.08	−17.9	−16.2	+21.2	+15.3
Mississippi	941	1,191	14,344	15.24	12.04	−4.6	−2.7	−16.7	−6.1
Missouri	9,252	13,127	616,840	66.67	46.99	+1.5	−1.3	+10.2	+16.8
Montana	1,249	3,788	66,198	53.00	17.48	−37.0	−20.2	+21.6	+42.3
Nebraska	943	2,640	49,276	52.25	18.67	−11.7	−6.4	−7.7	−13.7
Nevada	319	643	12,243	38.38	19.04	−5.6	−4.2	+37.1	+22.6
New Hampshire	1,020	3,510	61,397	60.19	17.49	+.9	+.4	+53.0	+70.4
New Jersey [7]	9,025	30,312	999,610	110.76	32.98	−13.5	−12.7	+18.5	+19.7
New Mexico	639	1,109	26,574	41.59	23.96	+4.7	−9.4	+8.7	−8.8
New York [9]	36,611	95,550	2,597,114	70.94	27.18	−31.6	−31.3	−13.0	−16.7
North Carolina	1,881	5,862	35,592	18.92	6.07	−18.9	−28.9	+.8	−26.0
North Dakota	360	1,399	19,856	55.16	14.19	−35.8	−24.5	+1.1	+16.5
Ohio	36,777	128,775	2,800,504	76.15	21.75	−12.7	−10.4	+15.8	+20.5
Oklahoma	8,755	(6)	120,623	13.78	------	------	+6.7	------	−12.6
Oregon	5,306	(6)	298,031	56.17	------	------	−44.8	------	+41.4
Pennsylvania	35,230	42,852	1,936,332	54.96	45.19	−3.8	−21.7	−49.1	−30.7
Puerto Rico	2,187	2,187	15,906	7.27	7.27	+42.0	+46.5	−9.1	−9.9
Rhode Island	2,569	5,228	136,252	53.04	26.06	−27.2	−13.1	−17.6	−22.3
South Carolina	1,651	2,779	51,914	31.44	18.68	−11.9	+.2	+4.1	+3.8
South Dakota	325	1,079	9,440	29.05	8.75	−15.2	−17.8	+16.3	−6.2
Tennessee	2,245	6,676	44,841	19.97	6.72	−26.2	−9.8	+25.3	+22.5
Texas [10]	10,600	(6)	272,000	------	------	------	------	------	------
Utah	1,661	3,691	102,037	61.43	27.64	−17.2	−19.9	−6.2	−15.9
Vermont [10]	1,200	(6)	34,000	------	------	------	------	------	------
Virgin Islands	126	133	3,015	23.93	22.67	+7.3	−19.0	+13.7	+12.8
Virginia	2,264	5,980	103,445	45.69	17.30	−6.3	+1.5	------	+23.7
Washington [11]	10,880	(6)	799,600	73.49	------	------	−10.3	------	+10.3
West Virginia	2,899	5,223	88,387	30.49	16.92	−3.2	−1.0	+34.1	+22.5
Wisconsin	8,853	27,520	768,769	86.84	27.93	−15.9	−14.8	+27.0	+33.0
Wyoming	296	1,117	18,700	63.18	16.74	−10.6	−18.7	+2.2	−7.9

[1] For definition of terms see the Bulletin, October 1957, p. 18. All data subject to revision.
[2] Partly estimated; does not represent sum of State figures because totals exclude for Indiana and New Jersey estimated numbers of cases and persons receiving only medical care, hospitalization, and/or burial and payments for such services; recipient count also includes an estimate for States not reporting such data. Excludes Idaho; data not available.
[3] Average payment not computed on base of fewer than 50 recipients; percentage change, on fewer than 100 recipients.
[4] About 9 percent of this total is estimated.
[5] Partly estimated.
[6] Data not available.
[7] Includes unknown numbers of cases and persons receiving only medical care, hospitalization, and/or burial, and total payments for such services.
[8] Not computed; data not comparable.
[9] Includes an unknown number of cases and persons receiving only medical care.
[10] Estimated on basis of reports from sample of local jurisdictions.
[11] Estimated.

(Whereupon, at 12:45 p.m. the hearing was recessed, to reconvene at 2:30 p.m. of the same day.)

AFTERNOON SESSION—TUESDAY, AUGUST 22, 1961

PARKS AND RECREATION

STATEMENT OF MILO F. CHRISTIANSEN, SUPERINTENDENT OF RECREATION; ACCOMPANIED BY RICHARD B. LEECH, ADMINISTRATIVE OFFICER

1961 APPROPRIATION AND 1962 ESTIMATE

Senator BYRD. The committee will be in order. We are now taking up the "Parks and recreation" item.

The appropriation for 1961 was $7,638,600. The estimate for 1962 was $8,216,000. The House allowed $7,980,400, which includes $21,813 in the unbudgeted item for the Recreation Department.

The amount requested to be restored is $25,000. I believe that $23,724 would be for personal services and that this would involve one full-time position and the rest would be part time; is that not correct?

Mr. CHRISTIANSEN. You are right, sir.

Senator BYRD. Mr. Christiansen, would you proceed?

RESPONSIBILITY OF DEPARTMENT

Mr. CHRISTIANSEN. Yes, sir. Briefly, I think that, generally speaking, the committee recognizes that our statutory responsibility revolves around the fact that we are to provide a comprehensive recreation program for children, youths, and adults in the Nation's Capital. In discharging our responsibilities and providing facilities to the citizens, we utilize the property of the public school system, the facilities of the National Capital Parks, National Capital Housing Authority and the District Commissioners. Our Board operates by agreement with those agencies in utilizing their properties.

In addition to the program we actually authorize and supervise and conduct on our own, we make facilities available to such organizations as the Boy Scouts, the Girl Scouts, the Boys Clubs of America, the Catholic Youth Organization of America, as well as many others.

REQUEST FOR NORTHWEST URBAN RENEWAL PROJECT

We are appearing before you today only on the restoration of one item, and that is the $25,000 to which you have referred, a pilot project in the Northwest urban renewal area of the city.

Senator BYRD. Is that a part of the overall $294,000 item, General Clarke?

General CLARKE. Yes, sir, it is.

Mr. CHRISTIANSEN. If I may just for a minute give you a little better annotation than what you have in your description of where this project is located, I'll describe it a little more intimately in terms of conditions.

AREA INVOLVED

This is the orientation with respect to the rest of the city and this is a blowup in terms of geographical location. The Northwest urban renewal project, as such, encompasses this section of the city (illustrated by map).

Senator BYRD. The geographical boundaries of which are 14th Street to K Street, down Massachusetts Avenue, north on New Jersey, northeast on New York Avenue, and northwest on Florida Avenue to U Street, back to 14th Street.

Mr. CHRISTIANSEN. Right. We are a part of the pilot project which which the Health Department and the Welfare Department also are a part of in the total approach on this demonstration. Within the Northwest urban renewal project there are 29,000 people. By the standards set up for us by the National Capital Planning Commission, which, of course, appears quite unrealistic in this crowded part of the city, we usually recommend approximately 1 acre of supervised recreation space for every 1,000 population. On that basis, of course, we—if we have 29 acres, it is one thing, but, of course, we do not have it, although it would be desired; we only have about 6.4 acres in that area, meaning that what we want to try to do is accelerate and step up the present use of public facilities in the Northwest urban renewal area.

CONDITION OF AREA

I might say, too, that in this particular area of the city, 30 percent of the buildings are dilapidated or deteriorated. Twenty percent of the people have no private baths, private running water or toilets. Eighty percent of the residents are not taxpayers—I mean they are rental tenants. About, I would say, close to 11,000 of the 29,000 are under the age of 19. So you get some idea of the socioeconomic factors within that Northwest urban renewal area.

One of the important factors, according to statistics just issued by the Youth Aid Division of the Metropolitan Police, we had about 2.29 percent increase in delinquency last year for the District of Columbia. Yet within the Northwest urban renewal area, or precinct 2, we had a 23 percent increase in delinquency. It will give you some idea. It also has the highest rate of illegitimacy and the second highest in delinquency in the District.

Senator BYRD. How does it rate in regard to crime?

Mr. CHRISTIANSEN. It is one of the highest. I cannot tell you specifically, but we shall be glad to get it for you.

OBJECTIVES OF PROGRAM

So we are attempting, Mr. Chairman, in terms of stepping up our services, to increase the use of the facilities that we now have at the six locations referred to on the map. We want to increase the use of the Garnet-Patterson Junior High School from 3 nights to 5 nights. We want to increase the use of the John L. Young Playground, one of our heavy units down at 10th and R, from 3 nights to 6 nights, in addition to this.

JUSTIFICATION OF ITEMS REQUESTED

We want to open a new unit at the Garrison Elementary School, which is at 12th and R. We want to increase the operation at the Bundy Elementary School from 40 hours a week to 50 hours a week. At the John F. Cooke and the Garnet-Patterson—I have already mentioned the Garnet-Patterson—at the Terrell Junior High, we want to increase the operations by 1 hour a day, so that the funds that are itemized for personal services include one full-time worker, part-time leadership, and custodial assistance. You can see the balance is one telephone installation at Garrison, and the rest is $1,100 for supplies and material, the total making some $25,000. That is our brief presentation on this item.

Senator BYRD. You presented this information to the House; did you not?

Mr. CHRISTIANSEN. Yes, sir.

Senator BYRD. The House did not allow you anything?

Mr. CHRISTIANSEN. We were permitted to make our own cuts in the money that was allowed us by the House subcommittee.

Senator BYRD. But you do not have any money for this item in the House allowance?

Mr. CHRISTIANSEN. We were allowed an increase of $248,000, a reduction of $129,000, and on a priority basis. We do not have that much money left; it is one of our lower priorities.

Senator BYRD. You do not have any money in the House allowance for this item?

Mr. CHRISTIANSEN. No, sir.

Senator BYRD. Nothing?

Mr. CHRISTIANSEN. I want to make it clear, the House was very fair and considerate, and we had to make our own judgment.

FUNDS FOR CULTURAL ARTS PROGRAM

Senator BYRD. How much money is in the House bill for the cultural arts program?

Mr. CHRISTIANSEN. I will have to explain that a little. Before the House, we justified an item of $25,000 for service to be rendered by the National Symphony, by the Washington Ballet Association, and by the Washington Opera Association. There again, when the cuts were applied, we ended up with about $8,100, which was applied to the cultural arts program; $8,100 was left in our cutdown budget. I think it was lower in priority than the things we have superseding it. There is $8,100 there, yes.

In addition, we were previously authorized 2 years ago $16,000 for the cultural arts program. That is, of course, the whole program, at Watergate, the opera, and so on.

CLARIFICATION OF ITEMS

I might say, too, there has to be a clarification made here between some of the cultural arts programs by virtue of the fact that there are two opera associations. The Washington Opera Association is the one that was mentioned in $25,000 before the House subcommittee,

and last week, you had a request made by a representative of the Washington Civic Opera Association, which is the organization we directly sponsor. I forget exactly, but I think $15,000 was asked for before.

The Washington Civic Orchestra is also an organization we directly sponsor and partially finance during the course of the year. Those are departmental sponsored programs.

Have I made it clear as to the differentiation between those groups?

Senator BYRD. I think you have. You may state the situation again.

Mr. CHRISTIANSEN. Very briefly, in the testimony before the House committee, we justified a $25,000 item, which was to enhance the activities of our direct services to the community of the National Symphony Orchestra, a $16,000 item. For the Washington Ballet Association, we justified performances consisting of $5,300; for the Washington Opera Association, $3,500. Those would be cooperative projects, and they are independent, nonprofit organizations that are not under the sponsorship of the District Recreation Board or the District of Columbia government.

DEPARTMENT SPONSORED ORGANIZATIONS

The other organizations I refer to are directly sponsored, and we asked for no funds for those before the House. They came in and testified before you last week for an appropriation, $15,000 for the Washington Civic Orchestra, which we directly sponsor. All the performances would be free of cost for all of these. For instance, this summer at the Watergate, we had nine performances. We contributed $10,000, the Musicians' Union contributed $19,000, in addition to other free concerts throughout the course of the year. Of course, we have been severely criticized because we have not made sufficient contributions to the cultural and performing arts program in the Nation's Capital.

Senator BYRD. What do you think about the justification of the items on which the witnesses appeared last week? Would you say they are sound?

Mr. CHRISTIANSEN. I would say they are very sound, Mr. Chairman, and we definitely approve of their $15,000 request in order to sponsor them. At least, it would be a modest start with which to expand our performing and cultural arts program in the Nation's Capital.

Senator BYRD. Thank you very much.

HEALTH AND WELFARE

OPERATING EXPENSES

STATEMENT OF DR. DANIEL L. FINUCANE, DIRECTOR OF PUBLIC HEALTH; ACCOMPANIED BY DR. FREDERICK C. HEATH, DEPUTY DIRECTOR; WILLIAM E. BOWMAN, JR., EXECUTIVE OFFICER, AND DR. JOHN D. SCHULTZ, MEDICAL DIRECTOR, DISTRICT OF COLUMBIA GENERAL HOSPITAL

1961 APPROPRIATION AND 1962 ESTIMATE

Senator BYRD. The next item is the Department of Health. The appropriation for 1961 was $59,363,623; the estimate for 1962 is $64,228,000. The House allowed $62,477,500, which is a reduction of $1,750,500 under the estimate. The amount requested for restoration is $131,000. I believe that all of this would be for personal services, involving 17 full-time positions, plus part-time positions.

Dr. Finucane, are you ready to proceed?

NORTHWEST URBAN RENEWAL PROJECT

Dr. FINUCANE. Yes, sir.

Mr. Chairman, this request is part of the overall program of the District government for the urban renewal area in the Northwest portion of the city. I wish to point out that at the present time, we provide services in this area, as we do in all other areas, of the city. The Commissioners are desirous of having a more intensive program in this particular area of the city, because as has been pointed out by Mr. Christiansen, it is an area where we have a high crime rate, where we have a low socioeconomic situation, and I might say that from the health point of view, this is one of the areas in the city where we have the highest mortality rate and the highest incidence of various diseases, such as tuberculosis, venereal diseases, and so on.

Therefore, our proposed program is an implementation, a further implementation of various services that we are currently providing, not only in this area but in other areas. It is directed toward increased services for the mothers and infants, for prenatal care, postnatal care; it is directed toward preschool services for preschool

children, and for school-age children. It is directed toward greater and closer supervision of the sanitary conditions of the various business establishments within that particular area, and also to head up this program, so far as health is concerned, to consolidate it and to work with the other departments of the District government, we would have a health educator, one person, and a secretary to work in that particular area, to try to develop and organize the community, to sponsor various educational meetings of the individuals within a group, and try by usually accepted procedures to make them more health conscious and to endeavor to get them to understand the importance of taking care of themselves, making use of the available health facilities that will be provided in the area, and that are currently provided, and make a very greatly increased effort to reduce the health problems in the area.

This, of course, would be done in conjunction with the other departments of the District government, and we would coordinate our efforts and hope to achieve considerable success.

JUSTIFICATION OF POSITIONS REQUESTED

I can take the individual positions, if you would like, and discuss them, sir.

Senator BYRD. Individual positions, you say?

Dr. FINUCANE. Yes, sir, but in general, this is the project, the aims of the project and the purposes for which we are requesting the particular positions.

Senator BYRD. You are asking for a health educator and a stenographer.

Dr. FINUCANE. Yes, sir, the health educator would be the coordinator of the activities in the Health Department who would work with all of our groups and in conjunction with the other District agencies. This would be the central point of our attack in the area, to bring education and information to these individuals to try to organize the community groups, bring them together and try to get them to do a lot of the work themselves, bringing it to the people, educating the people, stimulating them to do better than they have been doing and to get them to take advantage of the facilities that we could provide.

QUESTION OF ABSORPTION OF STENOGRAPHIC POSITION REQUEST

Senator BYRD. Why would you have to have a stenographer? You had in your budget estimate a request for 237 positions. The House allowed you 174 positions. With a House allowance of $40,285,000 and 174 positions, do you think you have to have an additional stenographer?

Dr. FINUCANE. Yes, sir, I think we do. This is an office that is going to be contacted by all of the other District agencies when they want to coordinate any of the activities that are going on. It will be the office everyone will call to for the information.

Senator BYRD. Do you not think you have enough money and positions to provide the additional stenographer? How many vacancies do you now have?

Dr. FINUCANE. Scattered throughout the entire Department for stenographers only, do you mean, sir?

Senator BYRD. Yes, sir.

Dr. FINUCANE. I do not believe we have that at the moment, sir, broken down by stenographers. I find that in various—in all areas practically, where you have a professional individual, whether it be a doctor or whatever it may be, if you do not give them the supporting staff to do some of the office work or nonprofessional activities of the office, you are sacrificing a great deal of the time of the professional individual.

Senator BYRD. The committee understands that, but with a House allowance of better than $40 million, do you not have enough flexibility in your program to permit you to supply the additional stenographer for the health educator? It is a small item; it only involves $4,760.

Dr. FINUCANE. Yes, sir, it is a small item. We shall be able to do something about it, somehow.

INSPECTION AND RODENT CONTROL

Senator BYRD. What about the sanitarian and laborer for Northwest inspection and rodent control. Do you not have inspection services?

Dr. FINUCANE. Yes, sir, we do, and we provide control in this area, but if we are to intensify our efforts in this area, we shall have to have some additional people to intensify the efforts with. We have people doing rodent control work and we have sanitarians. They are doing work in this area as well as other areas of the city. If we are to step up the amount of work we are doing in the area, we shall have to pull people from the other areas of the city, or increase the number of people we have available to do it.

Senator BYRD. How many people do you have available in this area now?

Mr. HEATH. Eight sanitarians in the particular area involved.

Senator BYRD. How many laborers?

Mr. HEATH. Two,—no, I am sorry. That is there are two laborers and a foreman in the whole city for the rat-baiting program. We distribute about 4 tons of rat bait per year.

JUSTIFICATION FOR PUBLIC HEALTH NURSES

Senator BYRD. You are asking for four public health nurses.

Dr. FINUCANE. We have approximately seven nurses that are working in this area at the present time.

Senator BYRD. That would make 11, then?

Dr. FINUCANE. Yes, sir.

JUSTIFICATION FOR DENTISTS

Senator BYRD. You are asking for $7,084 for a dentist, part-time employment of a dentist and a dental assistant?

Dr. FINUCANE. Yes, sir, we have a dental clinic in this particular area at the present time at the Terrell School, which is located at First and Pierce, Northwest. We have the equivalent of one full-time dentist and one full-time assistant at this location at the present time. Our request is to increase this.

I beg your pardon, sir, we have one and a half dentists working in this area at the present time, and this will give us the equivalent of two full-time dentists working in this area.

JUSTIFICATION FOR PSYCHOLOGIST AND SOCIAL WORKER

Senator BYRD. And you are asking for a psychologist and a social worker?

Dr. FINUCANE. Yes, sir, that is to step up the mental health work that is presently available for some of the people in this particular area. They would operate as part of the adult mental health division, and they would occupy the office space where we have the alcoholic rehabilitation clinic, which is at the Barrett School, 14th and Q Streets. These services would be both for children and for adults in this particular area, and we would give mental health consultation to other groups and agencies, not only directly to individuals, but, more hopefully, to community groups and to other agencies of the District government that might be working in this area and would call upon us for some consultation service.

Senator BYRD. Senator Schoeppel, do you have any questions on this item of $138,000?

Senator SCHOEPPEL. I have no questions.

COMMENT ON PROPOSED TRANSFER OF POLICE AND FIREMEN'S CLINIC

Senator BYRD. Dr. Finucane, while you are before the committee, the committee would be interested in your reaction to the proposed transfer of services from the Police and Firemen's Clinic to the District of Columbia General Hospital.

Dr. FINUCANE. I think we would have to say, sir, that this would cause certain problems to the District of Columbia General Hospital. No. 1, we have a space problem. District of Columbia General Hospital, physically, at the present time, is very crowded. Our outpatient department area is overly crowded. Our admitting and emergency area are overcrowded. There is no additional space that we can set up and use for this facility. Without any additional space to set up a facility to take care of these people, trying to absorb them within the current available space would cause very critical problems.

The hospital has been criticized from time to time because patients coming into the emergency area have to wait for long periods. This is true. Patients that appear to be most seriously ill and most critically ill are given precedence over those that appear to be less seriously ill. At the present time, there would be no purpose in some of our areas to give us additional personnel, because there would be no place for them to work. So we feel that it would be a real handicap and a very difficult problem to handle these people, spacewise.

Also, without additional personnel, it would be quite a problem. For instance, we do not have physicians, or enough physicians to have them going out for home calls. That is not part of the service of the hospital. Nor do we have any physicians that would be available to go out and answer fire calls, because that is not a service that is now available.

Senator BYRD. Did you testify in behalf of this item before the House?

Dr. FINUCANE. There was no testimony recorded on this at all, sir.

Senator BYRD. What additional cost would be incurred if the transfer of services is consummated as envisioned by the House committee?

Dr. FINUCANE. We have not had the opportunity to know the exact details of the operation of the clinic as it exists, or the services that

are apparently being provided. It would be very difficult, therefore, for me to make an estimate of what the cost is to provide the comparable service to what they are providing.

Dr. Schultz, the medical director of the hospital, is here this afternoon, and I am sure he can throw some additional light on it.

MISUNDERSTANDING ON FACTS PRESENTED

I would like to say, however, that from reading the newspapers—I have not had the opportunity to read the testimony when this was presented before you several days ago—there appears to be some misunderstanding on some of the facts that were presented, as, for example, cost factors that were presented. Of course, it was stated in the newspaper that the cost for an inpatient-day, at least in a general hospital, is $50. That, of course, is an inaccurate statement, and I suppose there is some misunderstanding as to how one arrives at cost. For comparable services at District of Columbia General Hospital to those given in other hospitals for general medicine, surgery, obstetrics and pediatrics, the cost last year was $35.71 a day. The cost of the voluntary hospitals in the District of Columbia for the most part run somewhat higher, their actual costs, than it runs at District of Columbia General. A few of them are somewhat lower. In the cost figures in District of Columbia General, however, we must take into account that this is the total cost of all medical, nursing, and drug services provided to the patient.

Senator BYRD. There seems to be a dearth of testimony in the record of the House hearings on this item. But we have reason to believe that the House Members may have thought there would be a saving of money involved if the services were transferred to District of Columbia General. Do you think there would be any saving of moneys, Dr. Finucane?

Dr. FINUCANE. I really feel that I am in a very poor position to offer testimony, Mr. Chairman, because I really am not familiar with the detail of the operation of the clinic or the services that they provide, and I really must honestly state I do not think I am in a position to judge the cost of the operation as it exists at the present moment.

Senator BYRD. Whatever the cost, it would be merely transferring it from one item, "the police and firemen's clinic," to another item, "District of Columbia General Hospital"?

Dr. FINUCANE. Yes, sir.

VIEWS ON TRANSFER

Senator BYRD. For the record, do you favor this transfer? I think you have indicated a number of times that you did not.

Dr. FINUCANE. At this time, I would have to say I do not favor it, sir. I say that very specifically, because we just do not have the space to operate it at District of Columbia General Hospital, nor has any additional money been proposed to provide additional personnel for the operation of this clinic. So at this time, I would have to say I do not favor it.

Senator BYRD. Senator McGee, do you have any questions?

Senator MCGEE. I have no additional questions to that.

There would be circumstances that I suppose would involve more money, more space and personnel, where D.C. could do it?

Dr. FINUCANE. That is correct. If and when the reconstruction and rebuilding program that we have proposed at D.C. General goes into effect and is accomplished, space would be provided and it would be possible for us, spacewise, to take care of this additional operation.

Senator MCGEE. It seems to me, Mr. Chairman, that the testimony that you brought before this committee on this particular point is rather overwhelming. Almost everybody here seems to be against it.

Senator BYRD. I would say that appears to be so.

Senator Schoeppel, do you have any questions?

Senator SCHOEPPEL. No questions.

Dr. FINUCANE. Would you wish to speak to Dr. Schultz on this?

Dr. SCHULTZ. Dr. Finucane has covered it very thoroughly. I do have a statement, if you would like to have it for the record.

Senator BYRD. Fine. It will be included in the record.

(The statement referred to follows:)

POLICE AND FIREMEN'S CLINIC

STATEMENT BY HOWARD S. MADIGAN, M.D., ACTING MEDICAL DIRECTOR, DISTRICT OF COLUMBIA GENERAL HOSPITAL

The proposed transfer to D.C. General Hospital of the activities currently conducted at the Police and Fire Clinic would present significant difficulties. Three closely related problems; namely, workload, personnel, and space, comprise the major objection to this action.

It is obvious that transfer of these clinic activities would impose an additional workload on D.C. General Hospital. Table I (attachment 1) shows the workload for certain outpatient activities at D.C. General Hospital during the last fiscal year; the workload for these activities at the Police and Fire Clinic for fiscal year 1960; and, the percentage increase in workload which would result if these functions were transferred to D.C. General Hospital. Although the percentage increase with respect to physical medicine is small, personnel and space shortages mitigate against any increase in workload in this Department. A copy of the schedule of clinics is attached (attachment 2). In certain institutions increases in workload even of this magnitude could conceivably be handled if additional personnel were available and adequate space could be provided. However, the latter do not obtain at D.C. General Hospital.

In terms of personnel, there are several facets to the problem. At D.C. General Hospital the interns and residents have primary responsibility for the diagnosis and treatment of patients. These physicians are closely supervised by the medical staff and the visiting staff. High standards of medical care prevail. It must, however, be recognized that the interns and residents have not had the experience which those who supervise their work or the physicians who presently care for the patients at the Police and Fire Clinic possess. Thus, in order to continue to have experienced physicians caring for the policemen and firemen, it would certainly be necessary to add additional medical officers to the staff of the hospital. This is not possible because of budgetary limitations.

Another factor is perhaps more philosophical. The primary function of District of Columbia General Hospital is the care of the indigent sick of the community. Because policemen and firemen are of inestimable value for the protection of the people of the community, and, in view of the hazardous nature of their work, it seems reasonable that they should be accorded more than average consideration in terms of their health. Which patient, the indigent citizen requiring medical care or the policeman or fireman requiring this care should receive attention first in the outpatient department at District of Columbia General Hospital? Many of the clinic visits by the police and fire personnel are of a somewhat routine nature; for example, an annual physical examination for those reaching a certain age; examination of those who are being considered for promotion; examination of men before and after military leave. The majority of patients in the outpatient department of District of Columbia General

Hospital are those suffering from some acute or chronic illness. The priority of care seems apparent.

In terms of nursing personnel, such an increase in activity of the outpatient department would necessitate increasing the nursing staff. This, too, would be limited by budgetary restrictions.

From the standpoint of teaching as it relates to the interns and residents (if indeed they were allowed to care for the police and fire personnel), the types of medical problems presented by those who would normally be cared for in the police and fire clinic would not serve to enhance the training of these doctors appreciably.

The third major consideration, that of space, requires little elaboration. It has long been recognized that from the standpoint of space the outpatient area of District of Columbia General Hospital is totally inadequate in proportion to the patient-load. This is true not only with regard to examination rooms but other space requirements, notably a waiting area. There is minimal space in which patients can be seated while waiting and often must queue up for a considerable period of time while waiting to register, be examined, or obtain medicines from the pharmacy. Apart from the fact that there would be an additional patient load, it seems highly inappropriate that the policemen and firemen should be subjected to lengthy, time-wasting and uncomfortable waiting. It should be pointed out also that there is no available space elsewhere in the outpatient building or in the hospital where such a clinic might operate.

There are other factors perhaps of lesser magnitude but nevertheless important which merit consideration. An additional element of inconvenience to police and fire personnel is the noncentral location of District of Columbia General Hospital. Also, in the event that some of these people require hospitalization, it should be remembered that there are no private rooms and relatively few semiprivate rooms. The latter accommodations are generally used for more critically ill patients.

In the event that police or fire personnel were to be hospitalized elsewhere than at District of Columbia General, the question arises as to who would serve as their attending physician. It would not be possible for the present medical staff from District of Columbia General to provide this service. Thus, there would be lack of continuity in care. Similarly, the present medical staff of the hospital could not reasonably be expected to make home visits nor would they be readily available to attend major fires and provide the necessary medical attention.

Finally, this proposed transfer of function to District of Columbia General Hospital as indicated in the House Appropriations Committee report is to be accomplished within the funds approved for the hospital. Particularly in view of the foregoing comments with regard to increased workload and personnel requirements, this would be impossible. Further, even if additional funds were provided, the various aspects of the situation discussed herein would contraindicate the transfer of the police and fire clinic activities to District of Columbia General Hospital at the present time.

Activities	District of Columbia General Hospital, fiscal 1961	Police and fire clinic, fiscal 1960	Percentage increase
Outpatient department visits	104,911	39,000	37.27
Laboratory tests	117,956	27,624	23.4
Electrocardiograms	1,410	827	58.5
Physical medicine:			
Number of treatments	75,943	2,871	3.7
Number of patients	9,148		

CLINIC SCHEDULE—DISTRICT OF COLUMBIA GENERAL HOSPITAL OUTPATIENT DEPARTMENT, AUGUST 1, 1961

(1) Acutely ill patients should be directed to the emergency room.

(2) Before attending the clinic, the patient must be directed to obtain a pass from the medical assistance division, room 101, OPD building.

(3) Obstetrical patients get their passes from medical assistance division, medical assistance building, extension 684.

Clinic	Monday	Tuesday	Wednesday	Thursday	Friday	Telephone extension
Cardiac [1]		George Washington, 7:30–10.	Georgetown, 7:30–10			262
Chest, [1] by appointment only	7:30–10					262
Dental	7:30–10; 12–2:30	7:30–10; 12–2:30	7:30–10	7:30–10; 12–2:30		235
Dermatology		7:30–10				7085
Diabetic [1]		George Washington, 7:30–9.	Georgetown, 7:30–9		Howard University, 7:30–9.	262
Endocrine [1]	Georgetown, 12–2:30		George Washington, 12–2:30.			262
Eye	12–2:30	7:30–10	12–2:30			7087
Genitourinary			New, 12–2:30	7:30–10		7085
Gynecology		12–2:30			12–2:30	288
Medical evaluation, 1st examination for new medical patients, daily 7:30–10 and 12–1.						262
Medical diagnosis, complete medical examination scheduled by medical clinic physicians.						262
Medical followup	George Washington, Howard University, 7:30–10; Georgetown, George Washington, Howard University, 12–2:30.	Howard University, 7:30–10; Georgetown, George Washington, Howard University, 12–2:30.	George Washington, Howard University, 7:30–10; Georgetown, George Washington, Howard University, 12–2:30.	George Washington, Howard University, 7:30–10; Georgetown, George Washington, Howard University, 12–2:30.	George Washington, 7:30–10; Georgetown, George Washington, Howard University, 12–2:30.	262
Emergency MFU		7:30–10				262
Neurology	12–2:30 [2]		Epilepsy, 12–2:30	7:30–10 [2]		262
OB-antepartum (3), by appointment only:						
Old and new	8–10	8–10	8–10		8–10	288
New only	12–2					
Postpartum, by appointment only			12–2:30			
Toxicity abnormal, by appointment only				8–10		
Orthopedic, by appointment only	7:30–10		7:30–10			262
Physical medicine and rehabilitation, by appointment only.	8–4:30	8–4:30	8–4:30	8–4:30	8–4:30	232
Podiatry, by appointment only	12–2:30	12–2:30	12–2:30	7:30–10; 12–2:30	7:30–10	227, 262
Psychiatric diagnosis, by appointment only with clerk, psychiatric division.						363
Rheumatology, [1] by appointment only		12–2:30				566
Surgical	George Washington, 12–2:30.	Georgetown, Howard University, 12–2:30.		George Washington, 12–2:30.	Georgetown, Howard University, 12–2:30.	7085
Tumor, diagnosis must be established			George Washington, Howard University, 12–2:30.	Georgetown, 7:30–10		262
Venereal disease clinic, no clinic pass required, room 155 daily, 10–12 and 1:30–3:30.						263

[1] Before attending medical specialty clinics, patient should be given an appointment for medical evaluation unless a medical workup has been done in the hospital within a year.

[2] New neurology patients, including epileptics, must have an appointment for Monday or Thursday. Appointments are to be made on extension 262.

FUNDS FOR CONTRACT HOSPITALS

Senator BYRD. At this point the record will show the distribution of funds to the contract hospitals for services to District residents.

(The information referred to follows:)

DISTRICT OF COLUMBIA DEPARTMENT OF PUBLIC HEALTH

Proposed distribution of funds to contract hospitals and homes by units of service based on House report, fiscal year 1962

	Units	Unit rate	Cost
Casualty Hospital:			
Emergency days	17,700	$24.00	$424,800
Planned days			
Outpatient visits	6,000	3.50	21,000
Emergency room treatments	12,500	3.50	43,750
Ambulance runs	4,679	7.50	35,093
Total			524,643
Collections and deductions			42,809
Net total			481,834
Children's Hospital:			
Emergency days	9,000	30.00	270,000
Planned days	1,600	30.00	48,000
Outpatient visits	24,480	5.00	122,400
Emergency room treatments			
Total			440,400
Collections and deductions			21,000
Net total			419,400
Columbia Hospital:			
Emergency days			
Planned days	2,160	30.00	64,800
Outpatient visits	1,920	5.00	9,600
Emergency room treatments			
Total			74,400
Collections and deductions			5,000
Net total			69,400
Georgetown Hospital:			
Emergency days	6,000	30.00	180,000
Planned days	1,500	30.00	45,000
Outpatient visits	21,300	5.00	106,500
Emergency room treatments	300	5.00	1,500
Total			333,000
Collections and deductions			13,000
Net total			320,000
George Washington University Hospital:			
Emergency days	813	30.00	24,390
Planned days	650	30.00	19,500
Outpatient visits	15,000	5.00	75,000
Emergency room treatments	700	5.00	3,500
Total			122,390
Collections and deductions			5,000
Net total			117,390
Hadley Hospital:			
Emergency days	800	30.00	24,000
Planned days			
Outpatient visits	1,500	5.00	7,500
Emergency room treatments	100	5.00	500
Total			32,000
Collections and deductions			500
Net total			31,500

DISTRICT OF COLUMBIA DEPARTMENT OF PUBLIC HEALTH—Continued

Proposed distribution of funds to contract hospitals and homes by units of service based on House report, fiscal year 1962—Continued

	Units	Unit rate	Cost
Providence Hospital:			
Emergency days	1,066	30.00	31,980
Planned days	400	30.00	12,000
Outpatient visits	8,000	5.00	40,000
Emergency room treatments	500	5.00	2,500
Total			86,480
Collections and deductions			5,000
Net total			81,480
Washington Hospital Center:			
Emergency days	6,332	30.00	189,960
Planned days	2,500	30.00	75,000
Outpatient visits	20,000	5.00	100,000
Emergency room treatments	2,000	5.00	10,000
Total			374,960
Collections and deductions			21,000
Net total			353,960
Children's Convalescent Home:			
Planned days	6,400	12.00	76,800
Collections and deductions			
Net total			76,800
Christ Child House:			
Planned days	600	12.00	7,200
Collections and deductions			
Net total			7,200
Washington Home for Incurables:			
Planned days	13,960	12.00	167,520
Collections and deductions			8,700
Net total			158,820
Total, hospitals and homes:			
Emergency days	17,700	24.00	424,800
	24,011	30.00	720,330
Planned days	20,960	12.00	251,520
	8,810	30.00	264,300
Outpatient visits	6,000	3.50	21,000
	92,200	5.00	461,000
Emergency room treatments	12,500	3.50	43,750
	3,600	5.00	18,000
Ambulance runs	4,679	7.50	35,093
Total			2,239,793
Collections and deductions			122,009
Net total			2,117,784

SPACE PROBLEM UNDER PROPOSED TRANSFER

Dr. SCHULTZ. Dr. Finucane has emphasized that space is the No. 1 problem. I do have some figures, and perhaps I could say something on the cost.

Senator BYRD. Certainly.

Dr. SCHULTZ. They would represent at present, in terms of our outpatient operation, numbers of visits, and we do have the figures from the police and fire clinic. It would represent a 37-percent increase in the number of visits to our outpatient department, 37.27. Laboratory tests would be increased by 23 percent, electrocardiograms by 58.6 percent. We have only two physicians in that clinic now. Most of the work with the patients is done by the interne and resident.

The only other emphasis I would put on what Dr. Finucane has said is the followup. At present our hospital facilities would not follow any of these up. To the extent we would work the patient up at the clinic, he would have to be hospitalized elsewhere, which would mean a break in the continuity of his care. So it would be impossible to take it on at this time without an increase in cost, and we would not have the space if we did.

Senator BYRD. Thank you, Dr. Schultz and Dr. Finucane.

DEPARTMENT OF HIGHWAYS AND TRAFFIC

STATEMENT OF HAROLD L. AITKEN, DIRECTOR, ACCOMPANIED BY WILLIAM LISSEK, CHIEF, OFFICE OF BUSINESS ADMINISTRATION

THE 1961 APPROPRIATION AND 1962 ESTIMATE

Senator BYRD. Now we have the Department of Highways and Traffic. The appropriation for 1961 was $10,096,600. The estimate for 1962 was $10,977,000. The House allowed $10,698,700, a reduction of $278,300. A restoration is being requested in the amount of $157,600, which amount would involve 13 positions at a cost of $67,666, plus personal services amounting to $14,000.

CONSTRUCTION AND MAINTENANCE

Mr. Aitken, we welcome you to appear before this committee. Would you address yourself first of all to the $143,600 item for construction and maintenance?

Mr. AITKEN. Yes, sir; Mr. Chairman. It is a pleasure to be here.

JUSTIFICATION OF REQUEST FOR TREE PROGRAM FUNDS

The request for restoration of $143,600 to the operations funds is for the tree program. That money is requested for the three things that go into the care of trees—personnel, supplies—that includes insecticides and other things necessary to the care of trees—and equipment, for a total of $143,600. For background information, Mr. Chairman, the Commissioners held a public hearing with reference to the tree program in April of 1960, and this request is a consequence of that public hearing, and the advice of a citizens committee with reference to the tree program. During the past year, forces in the Department planted just about as many trees as we lost due to various diseases and troubles.

Senator MCGEE. Was the loss any more extreme because of this past winter this year?

Mr. AITKEN. Senator, that is difficult to say. It varies a little bit from year to year.

Senator MCGEE. It is not appreciable?

Mr. AITKEN. Not appreciable; no, sir. But diseases and utility cuts, gas leaks, any kind of thing like that, building permits, and various public works in the city cause a loss of trees.

Senator BYRD. Do you have anything further you want to ask, Senator McGee?

Senator McGee. I want to observe that you and I well know from other work we have been doing that this is not the only tree program behind schedule.

Senator Byrd. That is very true.

Senator Schoeppel, do you have any questions?

Senator Schoeppel. Last year you had 117 positions in this category, and this $119,000 is to create 13 new positions?

Mr. Aitken. Yes, sir.

Senator Schoeppel. You stepped up your tree-trimming and tree-planting program, and the removal of all dead and dying trees, did you not? You have advanced it for approximately 1 year.

CREWS NEEDED FOR EMERGENCY PROJECTS

Mr. Aitken. Just about, Senator. This request for personnel is for another crew. At the present time, we have crews assigned to different sections of the city, but there is hardly a day goes by but what someone calls in and says, a tree is dying near my house, it is a hazard, a limb fell on my car last night, will you come out and cut it down, or we have a windstorm and something happens, and the trees must be taken care of. The request for this personnel and equipment is for another crew so we can handle these day-to-day emergency requirements.

Senator Schoeppel. If you had not had this stepped-up schedule, you would not have needed all of these positions, is that right?

Mr. Aitken. That is correct, sir.

SITUATION ON TREE DISEASES

Senator Schoeppel. Do you have any regular diseases that are developing among certain trees here that you and your department have been working on consistently?

Mr. Aitken. Well, I think probably the worst is the Dutch elm disease that is affecting our elms.

Senator Schoeppel. Are you making any headway on that?

Mr. Aitken. We think that generally, we are holding them just about status quo. We had a little difficulty which discourage us somewhat. In our spraying operations, we have the dilemma of making the spray strong enough to kill the bug that plants this fungus spor and yet not damage the tree. In this particular instance, our spray did cause some leaves to fall off the tree, but this is a thing we are constantly watching and we are keeping in touch with the horticulturists and others across the land in our effort to do the best possible job.

Our sycamores also——

Senator McGee. Is that permanent damage to the tree, or just seasonal?

Mr. Aitkin. This is seasonal. This tree lost its leaves last year and again this year, but we are going to be as careful as we can.

ADDITIONAL MOBILE EQUIPMENT

Senator Schoeppel. I believe you asked for about $25,000 for additional mobile equipment. You requested $1,403,523 for purchase and maintenance of the equipment. Last year, according to the record,

you spent $1,353,900. This is a difference of $49,623. How much did the House cut you on this specific item?

Mr. AITKEN. $37,450, of which $23,950 was allocated for the tree program.

Senator SCHOEPPEL. Yes. Then it would seem to me that if you are going to keep ahead of this difficulty that is developing here, and take care of your tree situation, you certainly ought to have the men and equipment to do it. That is the way it looks to me.

Mr. AITKEN. Thank you, sir. We think so.

I might also add, Senator, at the time we made the survey of our streets throughout the city, we had about 18,000 vacant spaces where we think the city should have trees put in. It is in the interest of the appearance of the city to do so.

Senator SCHOEPPEL. Thank you. I have no further questions.

Mr. AITKEN. We need this stepped-up program to catch up with these.

CYCLE OF REPLACEMENT AND CARE

Senator BYRD. You are operating under a 5-year cycle, or a 6-year cycle? What does the program call for?

Mr. AITKEN. We hope that we can make it a five, if we can get this appropriation.

Senator BYRD. You are 1 year behind the time on trimming, one-third year behind the time on planting. You are on time insofar as removals are concerned, are you not? You are falling behind in some respects there.

You are on time with regard to the spraying of elms, and you are behind on the spraying of oaks. If you do not get this restoration, will you be able to keep up with a program involving a 6-year cycle?

I am trying to establish the effect if you do not get the restoration in terms of a 5-year or a 6-year cycle.

Mr. AITKEN. Well, sir, I at the moment do not quite share the optimism of my staff that they can pick up a year with this one additional crew. It is possible.

Now at this season of the year, the crews are engaged in trimming, spraying certain species, and removing dead trees. But then, during the part of the season when it is appropriate to plant trees, we want to emphasize the planting of new trees.

All right, let us move to the——

NUMBER OF CREWS

Senator SCHOEPPEL. How many teams do you have?

Mr. AITKEN. We have a total of 10 teams. Six teams generally are used on trimming and removal.

Senator SCHOEPPEL. And you have a total of 10?

Mr. AITKEN. Yes, sir.

Senator BYRD. Is there anything further?

Senator SCHOEPPEL. Nothing further, thank you.

CAPITAL OUTLAY STREET LIGHTING PROGRAM

Senator BYRD. Suppose we move to your capital outlay item on pages 94 and 95, Mr. Aitken? Highways and traffic, street lighting program, $157,000.

Did the House allow anything for this?

Mr. AITKEN. Yes, sir; they allowed—we asked for $259,000 for this particular item and they allowed $102,000.

Senator BYRD. Why is this item necessary at this time, Mr. Aitken, in view of the difficult financial problems confronting the District? Why could not this item be deferred?

JUSTIFICATION OF RESTORATION REQUEST

Mr. AITKEN. This is the only item on which I am asking restoration that is chargeable to the general fund. Here again, the Department, about a year and a half ago, made a sincere effort to develop what we thought was a reasonable lighting program for the city. Beginning in 1954, the city started to replace some of its outmoded and inadequate lighting. Since that time, the Congress has appropriated approximately $1.6 million to the program. That is over a period of 6 fiscal years.

At the time the program was prepared and submitted to the Commissioners, we visualized an effort to complete the program within a reasonable time. We need at least $300,000 annually to keep up with the schedule we have had in the past. We found that the public was very much interested in this effort, as well as the Police Department.

CRIME PREVENTION

Senator BYRD. The new street lights are beneficial in helping to prevent crime?

Mr. AITKEN. Yes, sir. The police have indicated this opinion. I think it is difficult to put numbers on it, but they have supported our efforts in this regard.

Senator BYRD. You have been spending between $250,000 and $300,000 per year, have you not?

Mr. AITKEN. Yes, sir.

Senator BYRD. Senator McGee, do you have any questions?

Senator MCGEE. Only to observe that several weekends ago, I followed your example, Mr. Chairman, and spent all night in a police cruiser around town. Whether it was my schoolboy imagination, I do not know, but it seemed to me that the darker the streets, the more calls we got. So I would think that the Police Department itself could establish concretely an incidence of the tendencies toward muggings and the like in the absence of light.

Mr. AITKEN. I think there is no doubt about the tendency, but to put our figures on it——

Senator MCGEE. You cannot put a dollar value on it. You can put a cost value on where the darkest streets are, and you can tell how much it would cost to light them. But how much money you would save in terms of delinquency control and things like that, we could never estimate. You would have to take that on faith, I suppose.

Mr. AITKEN. Yes, sir.

Senator BYRD. How much did the House allow you?

Mr. AITKEN. $102,000.

Senator BYRD. General Clarke, do you have any comment on this item?

General CLARKE. This is one the Commissioners have actively supported. I might add to Senator McGee's thought. I have had several letters from churches in the last year saying that people are afraid to go to church in the evening because the streets are inadequately lighted.

Senator MCGEE. You experience it in your own neighborhood. If somebody shot out a street light, you would be particularly conscious of the problem.

General CLARKE. Very definitely. This is an item the Commissioners support in the matter of crime deterrence and so on. I think it also helps in the matter of automobile safety and pedestrian safety.

Senator BYRD. Senator Schoeppel?

TASK FORCE RECOMMENDATION

Senator SCHOEPPEL. I notice that the task force recommended a reduction of $125,000 for electrical improvements. The Commissioners disapproved this recommendation. What action did the House take, do you recall?

Mr. AITKEN. I am not sure of the sequence there, with reference to the Commissioners' action and the House report. I believe that the Commissioners' action preceded the House report.

Senator SCHOEPPEL. Why did the Commissioners disapprove this recommendation?

General CLARKE. Of the task force, sir?

Senator SCHOEPPEL. Yes.

General CLARKE. I believe the task force, sir, took very seriously their job of trying to cut funds throughout the District, and they said this is an area where funds might be cut if we absolutely have to make some cuts in the District operation.

Senator SCHOEPPEL. What was the function of that task force? Was it to make a reasonable analysis and make a report and, assuming they did that, in making that recommendation, you rather suspect that they overreached?

General CLARKE. The Commissioners felt that way with respect to the task force. Our charge to the task force was to find ways of reducing the cost of government without impairing the service rendered. We felt that in this case, it was not a reduction they were recommending, but rather a deferral of this cost, and that there will be no ultimate saving to the taxpayer in this reduction. It will simply be a deferral if we follow their recommendation.

Senator MCGEE. Nobody would have to close up shop or go out of business as long as they kept the police working overtime.

STREET REPAIRS

Senator SCHOEPPEL. I would like to go hurriedly to another matter, since this is on the streets and highways, while we are on lighting.

Whose main responsibility is it to see about these chuckholes in the streets?

Mr. AITKEN. That is mine, sir.

Senator SCHOEPPEL. Well, you have a tough one. Actually, what are you doing about it? Catching up with it in a temporary way as fast as possible, or what?

Mr. AITKEN. Well, sir, we think we are. This is going to move into some other aspects of things I propose to talk about. I may as well do it now.

Senator SCHOEPPEL. Well, I do not want to get ahead of your schedule or the chairman's schedule.

Senator BYRD. Go right ahead.

Mr. AITKEN. This past winter, we had one of the worst problems from the standpoint of weather, traffic, chains, freezing and thawing—I suppose you are familiar with it.

Senator SCHOEPPEL. I was. I had some letters from people in other States who wrote me. I got a few anonymous letters. One of them said, as I recall, since you are in the city of Washington, why don't you fix your damned streets? You break your automobiles down even trying to get off your main thoroughfares, and when you get off your main thoroughfares, you cannot duck and dodge all these holes.

Mr. AITKEN. Your comment is getting close to some of the remarks I heard.

EXTENT OF WORK

We have about 1,200 miles of streets in the city, and each day, we have on the order of 900,000 vehicles that come in and out of the city. We have 280,000 crossing the river each day.

Now, in this 1,200 miles of streets and highways, we have a significant mileage of streets that were built as early as 1870. We recently repaved a section of 16th Street, and the base that was under that asphalt was laid initially in 1870. Well, obviously, pavements laid at that time were not adequate to carry the axles and loads that we have at present. That is just one example.

So, as a result, we had plenty of trouble and plenty of chuckholes. Fortunately, we went to the House early this spring and asked for permission to shift about $1,200,000 from other parts of the capital outlay programs so that we could get on with the business of repairing our streets and putting a bituminous surface on them. Under this program, most of which is under contract now and all of it will be finished in probably another month or 6 weeks, we have resurfaced many miles of streets in the city.

Foxhall Road, for example, from Nebraska Avenue down almost to the concrete pavement, has been refurbished and that was in horrible shape for quite a long time.

Senator SCHOEPPEL. I used to go out that way to the airport. I will say aye, aye, sir, on that one.

NEW CONSTRUCTION METHODS

Mr. AITKEN. Yes, sir. We have been doing several things trying to stretch our money, fill the holes and do the best job we could. In this process, we have used a method of construction we call surface treatment, which most of the States and cities use, whereby we will fill the bad holes and then put on an application of bituminous material and cover it with aggregate.

Well, this has the effect of sealing the pavement and stretches your dollar. We can do it for about 25 cents per square yard. Some of our citizens do not like it because once in a while they step on the asphalt or some stones fly upon the grass. We do not do it because

we want to, but because we try to preserve the plant and get as much with our money as we can.

Senator McGee. It is quick, is it not?

Mr. Aitken. Yes, sir, it is quick.

Now, during the past spring, we have developed a process of resurfacing our streets with about a half inch of bituminous mixture. This must be critical because to stay there in the summertime when it is hot and your asphalt is soft, and to stay in the wintertime when it is cold and everything contracts, it is going to be touch and go. I am not bragging about this program yet. I want to see it go through a couple of winters, but we are optimistic that we can do this and get a good deal of service for about 50 cents per square yard.

Here again, this program has advantages, because if it really pans out good, we can do it without changing the elevation of manholes and other things that are natural in city construction——

Senator McGee. That is the built-in manholes? There are plenty of others that appear during the winter.

Mr. Aitken. Yes, sir, the built-in manholes.

Senator McGee. There is an experiment of that sort out between Canal Road and MacArthur and Arizona that was filled in, in short order once they got to it, where you had a real obstacle course, particularly for compact cars, for a while. But when we saw the steam roller and other street equipment stacked up there one day, we made our plans to change the route to come down here for the next month. It was laid on and open to traffic by the time we came home that same night. It was a delightfully surprising job after some of the more permanent ones we have found in other parts in the outlying areas.

Mr. Aitken. Thank you, sir. That grade is so steep, we had to be careful what we put in there.

Senator Byrd. Senator McGee?

Senator McGee. Nothing.

Senator Byrd. Senator Schoeppel?

Senator Schoeppel. I will be right back.

RESURFACING STREETCAR TRACKS ON GEORGIA AVENUE

Senator Byrd. Let us look at the $60,000 item for streetcar tracks cover.

Mr. Aitken. At the time we went before the House that was included in minor capital outlay. That project is for the purpose of resurfacing the streetcar tracks on Georgia Avenue from Florida Avenue to the District line. It will cost the District about $60,000. The remainder, as I recall, of about $190,000 will be paid by the D.C. Transit. It is a project that I would like very much to get on as quickly as possible, and if we cannot, I am concerned that we will not get it finished this construction season. It is something that we should not be doing during cold weather. So if it is at all possible, sir, I hope that this one and one more I would like to mention can be cleared fairly soon.

HOUSE ACTION

Senator Byrd. I was able to find only one sentence in the House hearings on page 1020 on this item. I am just wondering why the House did not let you have it.

General Clarke, would you like to comment on this item?

General CLARKE. No, sir, except that I am for it. I think the best example of this type of work has been on Wisconsin Avenue, where we have added 50 percent to the traffic bearing capacity of that street by simply paving over the old streetcar tracks. I think it is a wonderful example of stretching our dollar at a low cost.

Senator BYRD. Senator McGee?

Senator MCGEE. Nothing more than to lend my encouraging support to it. I appreciate what happened on Wisconsin. I am sure that those who live over in the Silver Spring area and work downtown here will appreciate the Georgia Avenue project.

Mr. AITKEN. It is true, there were only a couple of sentences on this in the House but they did not ask more questions and I did not have any reason at the moment to think that the project was in jeopardy.

Senator MCGEE. The presence of the tracks is a driving hazard to say the least. You have to work at it. The swerving that occurs even in dry weather is enough to merit the program in wet weather and heavy traffic.

Mr. AITKEN. Yes, sir.

NEW YORK AVENUE EXTENDED

Sir, may I say that I was out of the city when the statement was submitted some weeks ago. It is necessary for me to request the possibility of a $70,000 appropriation for New York Avenue. This map will show you the location and the description of the proposed project.

For background information, you will remember that this is New York Avenue extended. When this section of road was built, it was built by the Park Service and the pavement is not strong enough to carry truck traffic. I was talking to the director of the Maryland State Roads Commission yesterday and he told me that in about 2 or 3 months, Maryland expects to have the John Hanson Highway completed. If you look to the right of the railroad, you will see the letters there, John Hanson Highway.

Well, he is pushing me to expedite, if possible, the go-ahead on this work that is shown in red on the map, estimated cost, $70,000. It is for strengthening the pavement on the two roadways and adding an inside lane for that length.

In the interest of economy and convenience to the traveling public, I talked to Maryland and requested that they include our work in their plans and specifications and the plans and specifications are ready. They expect to advertise their work next week. I told them I could not authorize advertisement until we had a clearance from the Congress on this particular money. But in the interest of handling truck traffic in particular to and from the John Hanson Highway, I think this is of great interest to the District. Trucks can come right in New York Avenue to the terminals on New York Avenue without going down Kenilworth Avenue to East Capitol Street and using our streets in that part of the city. So I recommend this project very highly as one that can and should be.

INCLUSION IN MISCELLANEOUS ITEMS

Senator BYRD. This was not included in the 1962 estimate?

Mr. AITKEN. Only, sir, as a part of the miscellaneous item of $200,000. I regret that we lost the miscellaneous item, because from time to time during the course of the year, projects of this nature come up, things that you just cannot foresee at the time you make up a budget. The budget we are discussing today was made up about a year and a half ago, long before this matter came into being.

Senator BYRD. General Clarke?

General CLARKE. Again, sir, here I believe we can do a service to the public. This will allow truck traffic to save a great deal of mileage throughout the city and will save wear and tear on our other streets. I think this is a definite service here, so that particularly those trucks and those terminals out on New York Avenue will have ready access to the John Hanson Highway.

Senator BYRD. Senator McGee?

Senator MCGEE. No, I have no more questions.

JUSTIFICATION OF REQUEST FOR GLOVER-ARCHBOLD PARKWAY INTERCHANGE

Senator BYRD. Let us move to the $250,000 being requested for the Glover-Archbold Parkway project. Mr. Aitken, what do you have to say about that?

Mr. AITKEN. Mr. Chairman, of all the items and of all the things included in the requested restoration, this one takes the top of the list.

Senator BYRD. Why do you say that, Mr. Aitken?

Mr. AITKEN. Well, sir, if I may, I will present this map to help describe it.

During recent months, General Clarke and I have had a series of meetings with the Director of the National Park Service and have come to an agreement on a general plan for proceeding up the Potomoc River. This, of course, is Key Bridge at Georgetown. The red line shows the second four-lane freeway which we propose to build along the Georgetown waterfront. The present Whitehurst Freeway is shown in yellow just east of Key Bridge.

Senator MCGEE. The red one will go under the bridge?

Mr. AITKEN. Yes, sir; through the next arch of Key Bridge in the river. That is Key Bridge. That blue indicates the approximate edge of the river.

The Director of the National Park Service indicated his general concurrence in the overall plan. It also has been approved by the National Capital Planning Commission.

IMPORTANCE OF PROJECT

Now, the reason this project takes on such significance is this: If the Congress gives us the funds that we have requested for our capital outlay program for fiscal 1962, by the end of this fiscal year, we will have approximately $10 million worth of plans finished or almost finished for future construction. Therefore, it is very important that we get on with the job of preparing contract plans for this work up the river, including the tie into this lower end of Glover-Archbold as far as Reservoir Road.

Now, this really is an approach to the proposed Three Sisters Bridge. We have proposed that this be one lane only in each direction, with a shoulder in case some vehicle becomes disabled. We have made this one lane up to Reservoir Road and one lane south.

As you will recall the topography in this area, Canal Road has an elevation of about 42. The cliffs on top here are almost 100, so this will fit into that topography. We are reluctant to go ahead and go into construction without providing connections so that people can use it. In other words, we are reluctant to have a bridge partly built sticking up in the air. We would like to have it so people can get off the bridge to a street.

No provision is made for turns between the proposed Palisades Parkway and the Three Sisters Bridge in this quadrant, but people will be permitted to get off the parkway on Reservoir Road and come in this manner if they wish to proceed upstream. Therefore, we sincerely urge that the Congress go along with the business of providing money so we can get on with the design and construction of this part.

FINANCING OF PROJECT

In terms of financing, this part will be done with interstate highway funds. The approach will be done with 50–50 funds. But the two should be planned and constructed concurrently.

Senator BYRD. Did the House cut out this item?

Mr. AITKEN. They cut out the item, sir. I did not have this map to show to them. I have since sent them this map.

GLOVER-ARCHBOLD PARKWAY LITIGATION

Senator BYRD. Was this item in litigation at one time?

Mr. AITKEN. Yes, sir, on the entire Glover-Archbold Parkway. About 2 years ago, after the Congress had appropriated $1 million for design and construction of the parkway, some of the donors of the land that was included on either side of this 100-foot right-of-way which belongs to the District above Reservoir Road asked for a petition to enjoin the District from building the parkway. The petition subsequently was dismissed—that is, during the past summer season. But this is really not new money, this is a reduction in the $1 million back to $250,000. It puts this item back in the recast program. Prior to this recast program, we already had $1 million appropriated for the project.

Senator BYRD. General Clarke?

CONTROVERSY WITH PARK SERVICE

General CLARKE. Senator, I think to answer your question, this particular section was not in litigation, was not in the injunction proceeding at that time. This was below the area that was concerned.

Senator MCGEE. Was it in controversy—not in litigation legally, but in controversy with the Park Service?

General CLARKE. Sir, I think almost every highway gets some degree of controversy. This time we did reach an agreement with the Park Service on building this particular section, sir.

Senator MCGEE. I mean the Park Service had concurred in this modified plan, I think Mr. Aitken said.

Mr. AITKEN. Yes, sir.

General CLARKE. And also, the National Capital Planning Commission has endorsed this particular plan that we have, sir.

EFFECT OF DENIAL UPON THREE SISTERS BRIDGE

Senator BYRD. Now, what would be the effect upon the Three Sisters Bridge if you were denied this item at this time? Would it have the effect of delaying the building of the bridge, the final completion of the bridge?

Mr. AITKEN. Well, I think it would if we were judicious in what we did through this area. In other words, to plan, design, and carry out the construction, these ramps should be carried up to Reservoir Road. Otherwise, we would have either structures not built that it would be very difficult and expensive to build later, or we will build structures that will end up in the air with no possibility to use them.

Senator BYRD. Senator McGee?

Senator MCGEE. That was the point I thought you had made earlier, that what it would mean was that you would like to have a bridge that would not be in use for X amount of time because you did not have the approaches ready?

Mr. AITKEN. That is correct.

Senator MCGEE. It would not affect actually the construction of the bridge?

Mr. AITKEN. That is correct, but it would affect the use and it would drastically affect the design of this interchange right on the bluff, there.

STATUS OF NEW POTOMAC RIVER BRIDGES

Senator BYRD. What is the status of your 14th Street Bridge span?

Mr. AITKEN. The new one, sir, is coming along very well. I have pictures here and I have another map showing the status of my program, but the bridge itself should be completed, and the approaches, by about the end of this year or very early in 1962.

CONSTITUTION AVENUE PROJECT

Senator BYRD. What is the status of your Constitution Avenue project?

Mr. AITKEN. The piers across the main river, the island abutment and the abutment on the District of Columbia side are about two-thirds finished. Just about a week or 10 days ago, we awarded a contract for the superstructure for that bridge.

The structure across Little River is under design and we hope to place that under construction about the end of this year or early in 1962.

Senator BYRD. When do you think the first car will go across that bridge?

Mr. AITKEN. Our target, sir, on Theodore Roosevelt Bridge, is midsummer or fall of 1963.

Senator BYRD. There will be no truck traffic?

Mr. AITKEN. No, sir.

Senator BYRD. Senator Schoeppel, we have been discussing the $250,000 item for Glover Archibold Parkway. Do you have any questions?

Senator SCHOEPPEL. No, no comment, no questions, on that item.

Senator BYRD. Now, Mr. Aitken, is there anything else you would like to comment on or with regard to which you would like to advise the committee pertaining to your capital outlay item?

FINANCING PROPOSED LINCOLN TUNNEL PROJECT

Mr. AITKEN. Yes, sir, thank you for reminding me. I also was reminded by Mr. Lissek. I think the best thing to do is to say I am embarrassed. But during recent weeks, we have worked out an arrangement with the Bureau of Public Roads and the National Park Service for financing the prosposed Lincoln Tunnel. These colors appear rather vivid and stand out, and they are not to scale. This will show the relationship of the tunnel between Lincoln Memorial and Memorial Bridge. This is Theodore Roosevelt Bridge.

Some years ago, the District of Columbia and the National Park Service had an agreement that from the north curbline of Constitution Avenue, the Park Service would undertake the design and construction of the portion of the inner loop from that point under the plaza on the westerly side of Lincoln Memorial over to 14th and Maine Avenue. This is an integral part of our inner loop freeway system and some months ago, it was proposed that an effort be made to finance this work with Federal funds apportioned to the District of Columbia. This has now been worked out so that it can be done provided the Congress is agreeable to the proposal, with Federal aid and interstate money paying the entire cost of the design and construction. No District funds are required and none are being requested. But we did want to acquaint the Congress with the proposal and we would like to initiate, in the months immediately ahead, a design contract which would cost about $400,000. Then next year, we would like to come back to the House and the Senate with reference to explaining the construction aspects of it. But again, no District funds will be requested.

Senator BYRD. Senator Schoeppel?

RELATIONSHIP TO GLOVER-ARCHBOLD PARKWAY

Senator SCHOEPPEL. Before you lower that map there, does that have any relationship to this Glover-Archbold Parkway?

Mr. AITKEN. In this way, sir, that when the inner loop is finished in this area, and someone from the Capitol wanted to go to Northwest Washington, say, up Foxhall Road, he could come through this tunnel, via this freeway in this manner. This is the waterfront along Georgetown. He would come up this way, under Key Bridge—I need another map.

He could come right under Key Bridge and up this ramp and to Reservoir Road. Then you could come over here to Foxhall and Reservoir.

Senator SCHOEPPEL. Yes, I know.

Mr. AITKEN. Then you could either go up Foxhall, to Nebraska Avenue, or you could go along Reservoir Road and pick up the proposed parkway along the river.

SUPPORT OF OTHER AGENCIES

Senator BYRD. Mr. Aitken, for all of the projects that are included in the 1962 request, will you have the support and cooperation of all the parties involved—the National Park Service, Bureau of Public Roads, and others? In other words, you could go ahead, then, without any impediments being placed in your way?

Mr. AITKEN. Well, sir, I wish I had the optimism to answer that with a strong "yes."

Senator BYRD. The reason I ask this, you had a little difficulty in connection with the Glover-Archbold item 2 years ago.

Mr. AITKEN. Well, sir, there is some difficulty on every project at some time or other by somebody in some respect. But all the major projects here, except the center leg, for which we have some funds there in 1962, are, I would say, over their major hurdles.

SUMMARY OF OTHER PROJECTS

Senator BYRD. Suppose you read the items into the record that you are talking about. You say all the rest of the items are over the major hurdles.

Mr. AITKEN. Well, Three Sisters Bridge, for example, has been approved by the Planning Commission, but we still must have a public hearing.

Theodore Roosevelt Bridge is being designed. That has all approvals of the Planning Commission and Fine Arts.

Southwest Freeway is all under construction except the paving.

Fourteenth Street Bridge and approaches—that is all approved and all designed.

Southeast Freeway has been approved by the Planning Commission and Fine Arts on the structures.

The Potomac River Freeway, which is a part of the plan we just showed you, has been approved by the Planning Commission, and the basic design for the second elevated structure has been approved by the Fine Arts Commission.

Anacostia Freeway is all designed.

So the center leg of the Inner Loop Freeway is one where we do have some problems in terms of location.

Senator SCHOEPPEL. That is the center leg, you say?

Mr. AITKEN. Yes, sir.

The big items on major capital outlay in 1961 are under contract now. In 1962, I know of no serious problems—well Glover-Archbold Parkway is in there in 1962. The 11th Street connections to the inner loop has been approved by the Planning Commission and the Fine Arts and that is under construction.

Senator SCHOEPPEL. You say that some of them are under contract?

Mr. AITKEN. In the 1961 list.

Senator SCHOEPPEL. How many are not under contract and why?

Mr. AITKEN. In the 1961 list?

Senator SCHOEPPEL. Yes.

Mr. AITKEN. I have that figure, perhaps in a little different way. Between the time that this recast program was prepared in February and the end of July, we have obligated approximately $20 million for major capital outlay.

For example, the Anacostia Freeway is under contract. On North Capitol Street, two-grade separation contracts at Rhode Island and New York are under contract. The $1,300,000 job for the 11th Street connection is under contract. The 12th Street NE. project is under contract. So all the big jobs there are under contract. I know that specifically.

Senator BYRD. I think it might be a good thing, Senator Schoeppel, if we inserted in the record at this point this table of construction of revised projects.

Senator SCHOEPPEL. I think so.

(The table referred to follows:)

Revised Department of Highways and Traffic construction program of Federal aid projects

PROJECT	1961, Feb. 1 to June 30			1962			House cut	Restoration requested
	Total	Federal aid portion	District of Columbia portion	Total	Federal aid portion	District of Columbia portion		
Interstate:								
Three Sisters Bridge [1]				$300,000	$270,000	$30,000		
Theodore Roosevelt Bridge and approaches	835,000	$751,500	$83,500	15,338,400	13,680,000	1,658,400		
Southwest Freeway				6,773,200	6,030,200	743,000		
14th Street Bridge and approaches	1,334,790	1,201,310	133,480	847,600	756,000	91,600		
Southeast Freeway	2,489,400	2,240,400	249,000	4,192,000	3,745,800	446,200		
Potomac River Freeway	482,000	433,800	48,200	4,083,000	3,667,500	415,500		
Anacostia Freeway	2,558,000	2,302,000	256,000	4,254,300	3,794,400	459,900		
Center leg, Inner Loop Freeway				605,000	544,500	60,500		
Subtotal	7,699,190	6,929,010	770,180	36,393,500	32,488,400	3,905,100		
Primary, secondary and urban:								
Anacostia Freeway	3,681,700	1,845,900	1,835,800					
North Capitol St	4,647,500	2,295,500	2,352,000	627,300	300,000	327,300		
16th St. NW., K St. to M St	160,000	79,000	81,000					
New York Ave. viaduct (deck reconstruction) [1]	15,000	15,000		328,000	328,000			
Crosstown route	60,000	28,000	32,000					
4th St. SE	144,500	71,700	72,800					
11th St. connection to 12th St. Expressway	1,317,990	818,330	499,660					
12th St. NE., Rhode Island Ave. to Randolph St	450,000	220,000	230,000					
Brookland Ave. NE., Taylor St. to Buchanan St. [1]	10,000	5,000	5,000	230,900	100,000	130,900		
South Capitol St. Bridge widening [1]	8,000	4,000	4,000	379,600	181,000	198,600		
16th St. NW., U St. to Columbia Rd [2]				418,200	190,000	228,200		
Vermont and Florida Aves. (Vermont Ave. radial)				369,100	177,500	191,600		
Missouri and Georgia Aves				200,000	100,000	100,000		
11th St., Q St., and Rhode Island Ave. (Rhode Island Ave. radial)				10,500	5,000	5,500		
Rhode Island Ave. NE. at B. & O. Railroad (FG) (Rhode Island Ave. radial)				2,400,000	2,400,000			
Glover-Archbold Parkway				500,000	250,000	250,000	$250,000	$250,000
E St. connections to Inner Loop				3,663,300	1,700,000	1,963,300		

Revised Department of Highways and Traffic construction program of Federal aid projects—Continued

	1961, Feb. 1 to June 30			1962			House cut	Restoration requested
	Total	Federal aid portion	District of Columbia portion	Total	Federal aid portion	District of Columbia portion		
PROJECT—continued								
Primary, secondary and urban—Continued								
Monroe St. NE., 12th St. to 18th St				$282,300	$130,000	$152,300		
M St. SE., South Capitol St. to 11th St.[2]				679,100	320,000	359,100		
Kansas Ave. NW., Georgia Ave. to Sherman Circle [2]				230,500	100,000	130,500		
L St. NW., Connecticut Ave. to 22d St				261,800	120,000	141,800		
13th St. NE., Rhode Island Ave. to Michigan Ave				460,500	215,000	245,500		
C St. and Virginia Ave. NW				52,300	25,000	27,300		
13th St. NW., Florida Ave. to Clifton St.[2]				79,400	36,000	43,400		
K Street Expressway				131,700	63,000	68,700		
Highway planning survey—1(24)				719,000	395,200	323,800	$54,000	
Subtotal	10,494,690	$5,382,430	$5,112,260	12,023,500	7,135,700	4,887,800	304,000	$250,000
"E" PROJECTS								
Interstate:								
Anacostia Freeway				13,484,700		13,484,700		
11th Street Bridge and approaches				2,519,000		2,519,000		
Interchange "C" [1]				1,489,450		1,489,450		
Potomac River Freeway				1,500,000		1,500,000		
Primary, secondary and urban:								
7th St. NW., Pennsylvania Ave. to G St.[1]				236,000		236,000		
Maine Ave. and 14th St				80,000		80,000		
9th St. Expressway [2]				100,000		100,000		
Chain Bridge [1]				150,000		150,000		
Pierce Mill Bridge				50,000		50,000	50,000	
4th St. NE., Franklin St. to Michigan Ave.[2]				6,000		6,000		
K St. NW., 21st St. to Connecticut Ave				632,800		632,800		
Subtotal				20,247,950		20,247,950	50,000	
100 percent District of Columbia project: Michigan Ave. NE., Bunker Hill Rd. to Perry St.[1]				150,000		150,000		
Grand total	18,193,880	12,311,440	5,882,440	68,814,950	39,624,100	29,190,850	354,000	250,000

[1] New projects.
[2] Projects included in 1962 congressional budget justification.

Financial analysis of capital outlay improvement program

	Fiscal year 1961 Feb. 1–June 30	Fiscal year 1962	Total	House cuts	Restoration requested
Total program costs	$18,193,880	$68,814,950	$87,008,830	$604,000	$500,000
Less Federal aid portion	12,311,440	39,624,100	51,935,540	250,000	250,000
District of Columbia funds required	5,882,440	29,190,850	35,073,290	354,000	250,000
Less District of Columbia funds available as of Feb. 1, 1961	5,882,440	25,471,850	31,354,290		
Major improvement project appropriation requested, 1962		3,719,000	3,719,000	354,000	250,000
Street improvements and extensions		4,538,000	4,538,000	1,403,000	130,000
Electrical improvements		407,000	407,000	157,000	157,000
Capital outlay appropriation		8,664,000	8,664,000	1,914,000	537,000

Analysis by funds

	Fiscal year 1962	House cuts	Restoration requested
General fund	$407,000	$157,000	$157,000
Highway fund	8,257,000	1,757,000	380,000
Total	8,664,000	1,914,000	537,000

ELIMINATION OF 16TH STREET PROJECT

Mr. AITKEN. I propose a request to deduct funds for one project.

Senator BYRD. What is it?

Mr. AITKEN. The project is on 16th Street NW., U Street to Columbia Road, total estimated cost $418,000. We asked for $228,200 of District of Columbia funds. I propose to deduct the request for that money. That came about this way.

Last spring, this section of 16th Street was just as bad as any street in the city—in fact, it was terrible. Rather than wait until late in the year and perhaps next spring before we could get on with this construction job, we have gone in and put on some bituminous surfacing to carry the job for a few years. So I would like to defer this for now, but put it into some future program.

Senator BYRD. General Clarke, would you like to comment on this further?

PUBLIC HEARINGS ON THREE SISTERS BRIDGE

General CLARKE. No sir. I might add one thing with particular reference to the Three Sisters Bridge. Of course, we will have to have a public hearing before the Commissioners on that before it is finally approved. This will give everyone a chance to say what they think about the particular bridge. The other item which Mr. Aitken mentioned, the center leg, we have not been able to reach agreement with the Architect of the Capitol on the use of some of the land immediately in front of the Capitol by the Botanical Gardens. That has been holding that up.

PRIORITY OF GLOVER-ARCHBOLD PARKWAY ITEM

Senator BYRD. Do you assign the same degree of importance to the Glover-Archbold Parkway item?

General CLARKE. Yes, sir. I am glad you asked me, because I would like to speak a little more on that. Particularly since CIA has moved up the river on the Virginia side and with the airport over there, the highway system to serve both those areas is inadequate to say the least. I think all areas, concertedly, are trying to improve the highway transport in what I call the Potomac River corridor and this is a major step in it. We should be doing it. We are behind schedule already in meeting the needs.

Senator SCHOEPPEL. Is there any definite plan that is being evolved now since the two changes that you have suggested, the two improvements that you suggested are in the course of being developed, like the airport out there and CIA?

General CLARKE. Is there any definite road plan?

Senator SCHOEPPEL. Yes. Have you any definite road plans that are jelling out which look like No. 1?

Senator CLARKE. We are a little outside our own precinct, of course, in the State of Virginia's problems. Of course, the airport is bringing in their own private road part of the way.

Senator SCHOEPPEL. I understand.

General CLARKE. And there are some connections to be made up there. I think Mr. Aitken can speak more learnedly than I can. Virginia has ultimately the extension of Highway 66 from Theodore Roosevelt Bridge and from the Three Sisters Bridge up to the edge of the suburban area. That will be coming along, I would estimate, in the next 4 to 5 years. But all of the programs that I have seen to date, to be very frank, sir, are 2 or 3 years behind in that area.

There is a definite program laid out of what highways are to be built, but unfortunately they won't all be built in time to meet the needs.

Mr. AITKEN. Senator, if I may, let me supplement that. So far as serving traffic between Washington and the airport, and incidentally it has been estimated that the airport will generate in the order of 30,000 trips a day across the river in 1975, that traffic initially is going to be required to use the George Washington Memorial Parkway, and I do see this Three Sisters Bridge as being one if not the primary access between the parkway and downtown Washington.

Furthermore, I feel that officialdom is responsible for getting on with the job of filling in the gap. In other words, we have an interchange designed and under construction in the vicinity of 26th and K NW. The parkway is under construction along the river to the District line. What we need to do now is fill in the gaps and make this useful.

STATUS OF HIGHWAY PLANS AND FUNDS

General CLARKE. Senator, may I reinforce one point that Mr. Aitken made when he pointed out that at the end of fiscal 1962 we would have only $8 million worth of highway plans on the shelf. Our Federal contribution that is coming to us now is about $38 million a year. So he is talking about 3 months of plans beyond 1962 unless and until we can get these projects approved and in the mill so we will have something to build in 1963.

APPROVAL BY OTHER AGENCIES DEFERS WORK

We have been critized in the District for being slower than many municipalities in developing our plans ahead. We have many reasons why we are slower. One is the great number of agencies that have to approve everything we do. I don't want to leave any stone unturned in trying to get work approved in general so we can get on with the precise detailing of it.

Senator SCHOEPPEL. Right on that point I have heard something about what some of your difficulties are, or let us say procedural steps that you have to take to go down through and get the approval of these numbers of departments. Could you just give us 1, 2, 3, 4, down the line for this specific record which will be enlightening?

General CLARKE. I divide the agencies into two categories, those that are completely autonomous and those that are advisory. The Fine Arts Commission, of course, approves our structures which show up in prominence throughout the city. And that is an advisory function to the Commissioners, and I think we have been getting along quite nicely with them.

The National Capital Planning Commission is an advisory board to the Commissioners but all highway projects go to them for their consideration and there have been rather prolonged discussions in the past on many of these projects.

The Department of Interior is autonomous within the park line. There we have to reach full agreement with them and I feel very fortunate that we reached agreement on the Three Sisters Bridge and didn't prolong that discussion for years.

And, of course, the Architect of the Capitol is autonomous within his particular sphere. We normally don't touch him very much, but in this one center we would be touching him.

Now, we have the new agency created, too, and I am not just sure what their full responsibilities and authority might be in this case. And that is the National Capital Transportation Agency working on mass transit programs with some degree of authority and perhaps some degree of responsibility for the highway programs, too.

Senator SCHOEPPEL. I am told or informed that you have to make five initial approaches before you can ask for approval.

General CLARKE. The Fine Arts Commission, the Park Service involved in practically every project, the National Capital Planning Commission. Now, the National Capital Transportation Agency and, of course, if we go across our borders, we have the States of Maryland and Virginia to contend with. We have also the Bureau of Public Roads. I forgot them. They have to pass on our proposals.

Have I missed anything?

Mr. AITKEN. Yes, sir. You missed urban renewal and downtown progress. For example, in the Southwest Freeway, that went right through an urban renewal area, and our plan was very closely coordinated. Some of our work was deferred over a year so they could work on urban renewal.

General CLARKE. I also forgot we had both Houses of Congress who have to provide the money. I may have missed some others that Mr. Aitken has.

DEPARTMENT OF MOTOR VEHICLES

STATEMENT OF GEORGE A. ENGLAND, DIRECTOR, ACCOMPANIED BY WILLIAM J. QUINN, EXECUTIVE OFFICER

JUSTIFICATION OF FUNDS FOR REALLOCATED POSITIONS

Senator BYRD. Let us go back to the item of $14,000 for the Department of Motor Vehicles; $10,800 for reallocations and $3,200 for Board of Revocation and Renewal of Hackers' Identification Licenses.

Mr. HERMAN. Mr. George England is Director.

Mr. ENGLAND. About a year and a half ago representatives of the Civil Service Commission called upon our Department and made a spot check of the positions throughout the Department and admonished us to up-date the descriptions on these positions looking to reallocations. They directed that we concentrate our attention, first, on the Permit Control Division, one of the divisions of the Department.

We made a preliminary survey of the problem. We estimated that it would involve 57 positions and cost $11,455. Since we were at that time preparing our estimates for the 1962 budget, we included that amount in the 1962 budget request to cover the cost of these reallocations. The House cut that amount down to $693. So we are pleading, sir, before this subcommittee, for the restoration of $10,800 to cover the cost of reallocation of some portion of 57 positions in the Permit Control Division.

JUSTIFICATION FOR HONORARIUMS TO MEMBERS OF CITIZEN'S TRAFFIC BOARD

In addition to that, we have an item of $3,200 to pay an honorarium to the members of the Citizens Traffic Board who serve as a member of the Hackers Board, a board which has been appointed by the Commissioners to hear appeals from the actions of the Chief of Police in the granting of hackers' identification cards.

Senator SCHOEPPEL. Hackers' identification cards?

Mr. ENGLAND. Yes, sir. That is the license to work.

Senator SCHOEPPEL. I was going to say isn't that in effect a license to work.

Mr. ENGLAND. A license to work. A character license, and the work of the Board involves to a great extent the review of their character and past records, and so forth.

The Corporation Counsel I think has ruled that the Commissioners may not accept service of this kind without remunerating these people. We estimate that it will take approximately 464 hours of time at a rate of $6.61 an hour for a total of $3,200.

With respect to the first item——

Senator SCHOEPPEL. Does this really expedite the licensing work and all this and that?

Mr. ENGLAND. It provides for the citizen point of view, Senator, in considering whether or not these fellows are qualified, with proper character, to drive a taxicab. The Board is composed of five members. One is a representative of the police, one a representative of the Corporation Counsel's Office, one a representative of the Commissioners, one a representative of our Department who serves as the Chairman, and then the citizen member from the Citizens Traffic Board.

FUNDS FOR REALLOCATION OF JOBS

With respect to the larger item for the reallocation of these jobs, $10,800, I would just like to call the attention of the committee to the fact that we had only $1,200 left of all of our personnel funds for the last fiscal year, and certainly we are not in any position to pay these increases unless a specific amount is appropriated for it. The alternative would be to leave other positions vacant. We don't have a large enough appropriation to absorb this amount.

Senator SCHOEPPEL. Do you have any promises or commitments out to pay them that you feel you have to?

Mr. ENGLAND. Sir, it is our understanding that when they are reallocated, we are required to make them effective within a reasonable time and so are required to put them into effect as soon as it can be done.

Senator SCHOEPPEL. Thank you.

REFLECTORIZED LICENSE TAGS

Senator BYRD. The House allowed you $74,000 for the cost of the reflectorized license tags.

Mr. ENGLAND. Yes, sir.

Senator BYRD. What is the advantage of having this type of tag?

Mr. ENGLAND. It has two advantages, sir. It provides a greater reflective area that shows up the automobile, at night particularly, and it makes for easier identification of the numerals by law enforcement agencies.

Senator BYRD. How many States have reflectorized tags?

Mr. ENGLAND. Sir; I am sure it is a dozen, including the State of West Virginia, which I think went into the program 2 years ago. Incidentally, our tag would be identical to West Virginia's tag. The same processes. We have been down to the penitentiary there and learned their methods which are going to be used here in the District.

Senator BYRD. Who recommended the change?

Mr. ENGLAND. It was initially recommended by the Citizens Traffic Board, a group of citizens who represent the views of the community in traffic matters.

COST PER TAG

Senator BYRD. What would be the cost per tag?

Mr. ENGLAND. The additional cost will be about 32 cents per set. It is raising our cost per tag from about 24 to about 56 cents per pair.

Senator BYRD. And you would sell the tags for an additional 50 cents.

Mr. ENGLAND. We shall charge an additional 50 cents any year these tags are reflectorized, and that, of course, provides a little profit.

Senator BYRD. Do you think it is worth the additional 50 cents?

Mr. ENGLAND. I think we will study our experiences under this program and be guided accordingly. The States that are using them are very happy with the results.

EXPERIENCE OF STATES

Senator BYRD. Have any States, formerly having used them, discontinued their use?

Mr. ENGLAND. Two that I know of, sir.

Senator BYRD. How many?

Mr. ENGLAND. Two that I know of. One was Florida, which went to a beads program which is a different system. It is called a beads on paint system and for the reason that the beads fell off, the public was quite disappointed with the program and abandoned it. Connecticut also had it for a time but they never passed the extra costs onto the benefactor, the driver, and they had to give the program up as an economy measure.

Senator BYRD. Has the State of Rhode Island used them?

Mr. ENGLAND. Senator, if they have, I am not familiar with the history of their use there.

Senator BYRD. Senator Schoeppel?

EFFECT OF SOIL AND RAIN

Senator SCHOEPPEL. Have they run laboratory tests or have you had tests on them indicating how effective they are when these tags become soiled, especially in an area where you have a lot of rain and grime and dust and close proximity to traffic, almost bumper-to-bumper type of traffic?

Mr. ENGLAND. Senator, I mentioned Florida's experience with beads on paint. Rain will wash that whole process out. You will get no reflectorization if that tag is wet. But the Commissioners have decided to go to what they call a reflective sheeting process in which beads are coated with some material which makes a slick surface, so rain actually just cleans it off.

Now, on trucks particularly dust and dirt could accumulate, certainly diminishing the effects.

Senator SCHOEPPEL. It frankly nullifiies that, the hopeful effects of the reflector.

Mr. ENGLAND. Yes, sir. In heavy commercial vehicles there is some question, especially on the rear of the vehicles, when the tags are dirty. There is a regulation, however, that provides that tags must be kept clean.

Senator SCHOEPPEL. Of course, if it is not a reflective type of tag, if it is dirty, you can't see it anyway.

Mr. ENGLAND. Senator, I think the real advantage of the reflectorized tag is when you meet oncoming cars, especially when a car has one headlight out. You can fix the position of the car. You know it is not a motorcycle. You see one headlight and the reflectorized tag. This I think is a real safety feature.

Senator SCHOEPPEL. Have you had any report from the National Safety Council?

Mr. ENGLAND. It is one of the items they sponsor.

Senator SCHOEPPEL. They sponsor and recommend it?

Mr. ENGLAND. Yes, sir.

Senator SCHOEPPEL. Thank you.

SANITARY ENGINEERING DIVISION

STATEMENT OF WILLIAM A. XANTEN, SUPERINTENDENT, ACCOMPANIED BY DAVID V. AULD, DIRECTOR; AND EDWARD R. LINGENFELTER, ACCOUNTING OFFICER

1961 APPROPRIATION AND 1962 ESTIMATE

Senator BYRD. All right. Suppose we now proceed to the Sanitary Engineering Division, an appropriation for 1961 of $20,096,000. The estimate for 1962, $20,753,000. The House allowed $19,647,000. There was a reduction of $1,106,000. The restoration request is for $1,022,300. This would involve four positions, $16,300.

Mr. XANTEN. And one truck. That item, Mr. Chairman, is part of the package for the Northwest urban renewal.

Senator BYRD. Would you identify yourself for the record, please.

Mr. XANTEN. William A Xanten, Superintendent of the Sanitation Division.

Senator BYRD. All right, Mr. Xanten. You may proceed.

JUSTIFICATION OF REQUEST FOR ALLEY CLEANING CREW

Mr. XANTEN. The $22,300, Mr. Chairman, is an item which we inserted in the package program for the work to be done in the Northwest Urban No. 2 Precinct area. We find ourselves always hit rather hard between the eyes whenever a program of this nature is undertaken in an area primarily because there is a great effort to clean it up to get rid of a lot of accumulated material from the buildings as well as the elimination of wooden fences and other deteriorated types of structures in the area. So we feel that if this program goes forward, we should be certainly——

Senator BYRD. Mr. Herman, while we are on that item, could you recapitulate for the record the breakdown of the $294,000 experimental program of which this particular restoration item here is a part?

TOTAL REQUESTED FOR SECOND PRECINCT AREA

Mr. HERMAN. Yes sir. You want department by department? The licensing inspection involves six positions, $38,361. Public health service, which involves 17 positions, $131,000. Public welfare which involves 10 positions, $49,949. Department of Sanitary Engineering, which is this position, involves four positions, $22,300. Recreation, one position, $25,000. Executive office, Office of Urban Renewal, two positions, $14,800. Administrative services, Department of General Administration, $12,900 for rent, or a total of $294,301.

Senator BYRD. Mr. Herman, this is a pilot project.

Mr. HERMAN. Yes, sir.

Senator BYRD. Is this the whole package as you have explained it?

Mr. HERMAN. Yes, sir.

Senator BYRD. There is nothing in the House bill for any portion of it?

Mr. HERMAN. No, sir. By implication they deleted the whole project. The entire pilot project.

All right, Mr. Xanten.

JUSTIFICATION FOR SNOW REMOVAL EQUIPMENT

Mr. XANTEN. The other part of this item, Mr. Chairman, is for $1 million for snow equipment. I might say to you, sir, that that represents pretty much of a crash program because it is made up of two items, one for additional equipment and another for replacement equipment.

The additional equipment amount really represents a doubling, you might say, of the existing fleet of equipment for snow removal in the District of Columbia. We now have approximately $750,000 worth of snow equipment of one kind or another. This is an attempt, I might say, sir, to get more nearly on an even keel with respect to what we need for snow removal.

NEED FOR REPLACEMENTS

I would call your attention, sir, to the vital need for replacements. Here is where we find ourselves facing the result of a great number of years where the amounts of money that we have had available for snow equipment has only been sufficient to build up what we have had rather than replace the items that were going to pot because of obsolescence, and in a number of instances the item for replacements here will give us equipment to replace that type of equipment which is practically out of service because of its age and in a number of instances equipment which breaks down pretty rapidly under those service conditions.

SNOW REMOVAL EXPENSE IN 1961

Senator BYRD. How much did you spend last year for snow removal?

Mr. XANTEN. It was a very unusual winter, sir; $1,417,819.43.

SNOW REMOVAL BUDGET LAST 5 YEARS

Senator BYRD. Now, how much have you been requesting? Let us have your budget estimate for the last 5 years.

Mr. XANTEN. Our budget estimates have been steady, sir, over the past 5 years with one exception. We were getting $150,000 a year and wet got an increase of $50,000 to make that $200,000, and in that item of $200,000 and the $150,000, and all the way back, sir, we have had an item of $25,000 for equipment provided we bought the equipment right out of that money at the beginning of the year. Provided we saved money during the year on the snow item that did not require its expenditure, we were authorized under an agreement to spend another $25,000.

Now, in 2 years, sir, I believe, maybe 2-plus years, we were able to save enough money to buy more than $25,000 of equipment.

I have for the record, sir, a statement showing the amount and types of equipment and its distribution to the various agencies involved in this program since 1949.

Senator BYRD. I would like to have that for the record, Mr. Xanten.

Mr. XANTEN. Very glad to supply that.

(The information referred to follows:)

DIVISION OF SANITATION

Snow equipment purchases and distribution

Fiscal year	Description	Expended snow appropriation	Total number	Sanitation	Highway	Sewer
1949	Plows and A-frames	$7,056	20		20	
	Abrasive spreaders	10,584	5	4	1	
	Radio units	2,865	5	4	1	
	Tractor loader	4,493	1	1		
1950	Tractor loader	4,542		1		
	Rotary snowplow	27,589		2		
1951	Rotary snowplows	41,384	3	1	2	
	Abrasive spreaders	5,047	2	2		
1952	Tractor loader	4,635	1	1		
	Plows and A-frames	21,600	30	30		
	Abrasive spreaders	11,038	5		2	3
1953	Tractor loaders	32,634	4	3	1	
	Abrasive spreaders	13,563	4	4		
	Radio units	3,195	5	4	1	
	Radio base station	750	1	1		
1954	Grader	10,000	1		1	
	Tractor loader	8,400	1	1		
	Plows and A-frames	5,536	8	5	3	
1955	Abrasive spreaders	8,734	4	4		
	Sewer division					1
	Tractor loader	8,625	1		1	
	Bins for abrasives	26,000	1	1		
1956	Front-end loader	10,287	1	1	1	
	Sand spreaders	1,412	2	2		
	Radio units	12,375	30	30		
	Plows	926	4	4		
1957	Abrasive spreaders	8,170	4	2		2
	Chloride spreaders	6,613	8	4	2	2
	Tailgate spreaders	1,574	2	2		
	Front end loader (total, 10,390)	8,500	1	1		
1958	Payloader	10,525	1	1		
	Abrasive spreader bodies	6,304	3	1	1	1
	Graders [1]	28,356	2		2	
1959	Front end loaders	22,120	2	2		
	Snowplows	2,656	4	4		
1960	Abrasive spreaders	5,200	2	2		
	Tailgate spreaders	2,376	12	12		
	Chloride spreaders	1,700	2	2		
	Snowplows	7,360	10		6	4
	Radios [2]	7,000				
1961	Front end loaders	20,043	2	2		
	Abrasive spreaders	5,400	2		1	1
	Rotary snowplow (surplus, no cost).		1	1		

[1] $20,356 paid by Highway Department.
[2] Funds transferred to Highway Department.

FUNDS FOR PERSONAL SERVICES

Senator BYRD. Now, have you been able to live within your personal services budgets?

Mr. XANTEN. For snow removal?

Senator BYRD. Yes.

Mr. XANTEN. By no means. It has been a rather unrealistic item in recent years. Now, it largely depends on how much snow we have and what types of and character of storms and the number of storms that we have, but generally speaking in recent years the item for snow removal itself is eaten up before we even start the winter. That

means that when we spend in excess of the item actually appropriated, we must go into regular, and we have the privilege, by reason of language in the annual Appropriations Act, to go into the various moneys appropriated for the Highway Department and the Department of Sanitary Engineering.

USE OF DEFENSE PERSONNEL AND EQUIPMENT

Senator BYRD. Can't you call upon the Department of Defense for equipment if you have to have it in the event of a heavy snowfall?

Mr. XANTEN. Mr. Chairman, I wish that was the answer but we did here last winter, of course, and in all inaugurals we have a special program lined up with the Department of Defense to deal with the inaugural, but one of the unfortunate facts about calling upon the Army to get you out of a disastrous situation is that they are not here and it is sometimes after the fact. Our experience has been that they have had trouble even getting here from Belvoir following some of these storms and it is not a very practical solution, I would say, sir, to a problem to come and correct the chaos after it has occurred. This is usually what the Army is called upon to do, and it has been called upon by other cities besides Washington to step into the breach.

Our efforts are to deal with this situation as it occurs or at least try to.

Senator BYRD. Did the city have to make any reimbursements for gasoline and oil?

Mr. XANTEN. To the Department of Defense?

Senator BYRD. Yes.

Mr. XANTEN. No, sir.

Senator BYRD. Senator Schoeppel?

ADEQUACY OF LEAF COLLECTION EQUIPMENT

Senator SCHOEPPEL. With reference to this sanitation, keeping the streets clean, how is your equipment with reference to collecting and disposing of the leaves in the fall?

Mr. XANTEN. Mr. Chairman——

Senator SCHOEPPEL. Do you have any?

Mr. XANTEN. Yes. We have a number of pieces of vacuum type——

Senator SCHOEPPEL. I mean do you have any new type of equipment?

Mr. XANTEN. Yes, we do. We have 20 pieces of vacuum type equipment to deal specifically with the leaf problem.

Senator SCHOEPPEL. How many teams do you have in operation on that?

Mr. XANTEN. Well, 20. Actually on that we have about all told 52 pieces of all types of equipment out there dealing with street-cleaning problems throughout the year and when the leaf season comes in, we usually take street-cleaning trucks off and replace them with leaf machines because we have discovered that with about an equal crew we can get about three times as much work done with the vacuum principle on leaves than we could with trucks and baskets and other types of loading even with front end. The vacuum has turned out to be an exceedingly efficient piece of equipment we think.

Senator SCHOEPPEL. As a matter of fact, most of the larger cities have gone to that type of equipment, haven't they?

Mr. XANTEN. Oh, yes.

GENERAL RESTORATION REQUEST

Senator SCHOEPPEL. Turning to another matter here, the Commissioners are requesting $1,022,300 to be restored, and I note the Department of Sanitary Engineering, in this unit, the budget request was $18,061,000. The House allowed $18,061,000. Fiscal 1961 was $17,430,000. This is $473,000 below fiscal 1961 and $1,104,000 below the budget estimates.

SECOND PRECINCT RESTORATION

Now, of the request of $1,022,300, you had $22,300 for the improvement of living conditions in the second precinct. What is that for and just what——

Mr. XANTEN. This is part of the package in connection with the overall effort to rehabilitate the second precinct area in this urban rehabilitation program. It is part of the District's overall package for work to be done in that area.

ALLEY-CLEANING PROJECT IN SECOND PRECINCT

Senator SCHOEPPEL. What are you specifically going to use the $22,000 or $24,000 for?

Mr. XANTEN. To supplement our present alley-cleaning crews in this area, in this general area. We haven't an alley-cleaning crew devoted to No. 2 but this will enable us to take on the impact of the added load that we expect when No. 2 precinct area begins to clean up.

I am now talking about the accumulated amounts of materials in buildings and outside of buildings.

Senator SCHOEPPEL. How many times do you clean those alleys a week?

Mr. XANTEN. About once every week or 10 days, Mr. Chairman. We have at present two alley-cleaning crews, one made up of five trucks and the other made up of three trucks and they work generally in the heart of the city, south of Spring Road and about from First Street NE. all the way over to Georgetown. It is an effort to prevent those crews from slowing down as a result of some efforts like this in No. 2 precinct; to prevent us from falling behind in our frequency of cleaning alleys.

Senator SCHOEPPEL. Does that mean in some of these areas you clean twice a week?

Mr. XANTEN. Not alleys, sir. Our cleaning of alleys is no more frequent than once a week.

Senator SCHOEPPEL. Are you doing more of it in the second precinct than in others?

Mr. XANTEN. I would say to you in answer to that that we normally are forced to do more alley cleaning in this general area, because——

Senator SCHOEPPEL. Of the second?

REDUCTION IN CLEANING CREWS

Mr. XANTEN. Of the second precinct and that this is part of the parcel that I spoke of, the general area being from Spring Road all the way down to Constitution Avenue and from First Street NE. all the way over to Georgetown. We used to have alley cleaning gangs in the suburban areas, two, as a matter of fact, trying to cover

the suburban areas on a frequency of about once every 3 weeks to once a month. I eliminated those two alley cleaning crews and kept the alley cleaning on a scheduled basis in the heart of the city only and placed the responsibility for cleaning alleys on the shoulders of the men in charge of the general street cleaning in the suburban areas. So that this particular item, Mr. Schoeppel, is really simply to strengthen the crews that are now operating in this area so that they do not fall behind on their frequency of cleaning which is already what I would call at a minimum frequency.

Senator BYRD. What would be the effect of our not granting the restoration requested?

Mr. XANTEN. Well, I would like to consider ourselves part of the package to this extent. If you don't grant the package and there is no rehabilitation——

Senator BYRD. I am not talking about this item.

Mr. XANTEN. You are talking about the snow item?

HOUSE ALLOWANCE FOR SNOW REMOVAL

Senator BYRD. About the snow removal. Has the House allowed you anything on snow removal?

Mr. XANTEN. They allowed us $60,000 more for the general appropriation for snow.

Senator BYRD. Making a total of how much allowed by the House?

Mr. XANTEN. $260,000.

Senator BYRD. $260,000 allowed by the House.

Mr. XANTEN. Yes, sir.

Senator BYRD. Now if you don't get the additional $1,022,000——

Mr. XANTEN. $1 million.

Senator BYRD. If you don't get the additional $1 million, what does this force you to do?

Mr. XANTEN. Mr. Chairman, in that connection there has been a very elaborate study made at the request of the Engineer Commissioner. There was a staff study made in which this whole subject was gone into very thoroughly. With your permission, sir, I would like to submit a copy of it for your perusal. You can look at all of the arguments for this program.

Senator BYRD. Can't you sum up in a few words?

Mr. XANTEN. I can sum it up by saying that what our vital need is here, and if this is a crash program, we are kind of late in the year to buy $1 million worth of snow equipment, if I may say so, sir. Not that we wouldn't make the effort, but I am afraid $1 million may be a little late on delivery for this year, but for the item which is of vital importance, the $312,000 that we have indicated for replacement equipment, it is in my judgment quite necessary to get our entire snow removal fleet in proper condition.

Now I might say to you, sir, that we have gotten certain surplus items in connection with snow equipment. We go out and search for a piece of good Army equipment that might come to us on this score. To an extent we are loading ourselves down with some more old equipment. Sometimes the machines that we find available are 8 or 9 years old. Well, it means more maintenance. So that our great problem here is one of maintenance and keeping this equipment running.

CONVERSION OF EQUIPMENT

It is like a piece of fire equipment. When you need it in the winter, you need it, and yet you cannot justify inordinate amounts of snow equipment for this climate. I am quite appreciative of this fact; also up to a point you can only man a certain amount of this equipment. In some respects we use contract equipment up to the hilt. We have almost half of our plows on contract units; but in buying a spreader, a large 15 cubic yard spreader, for the last 15 years we have been using condemned trucks and old flushers and converting them and putting these spreader units on condemned chassis you might say, running but nevertheless not new chassis. In that way we have acquired 31 large spreading units here, none of them on new pieces of equipment.

Now there are five chassis involved here in an attempt to get new pieces of equipment under some of this vital snow equipment. There are 76 hydroelectric lift devices involved in this replacement program for plows that were 30 years old and for lift devices which have lived out their usefulness. The old type are hydraulic, pump-up type, whereas we want to get to the push button electrical type which makes it a very much easier plowing deal for the average operator. With the additions involved here, we know that we are obligating ourselves for greater numbers of operating personnel. If we get all the additions we have asked for, we have to train many operators to go on a lot of this additional equipment. With the replacements, we know we are sound in this respect because we are going to replace equipment which has otherwise been in operation with better equipment.

BREAKDOWN OF EQUIPMENT ITEMS

Senator SCHOEPPEL. How much of this actually is for actual new equipment?

Mr. XANTEN. There is $750,800 of this program for additional equipment and $312,000 for replacement equipment. I beg your pardon, $688,000, for additional equipment.

Senator SCHOEPPEL. Will you file a breakdown of the $1 million request for the benefit of the record?

Mr. XANTEN. Yes sir. I would like, if you don't mind, to file this as a breakdown of the whole problem.

Senator SCHOEPPEL. That is pretty voluminous. Mr. Chairman, I think it would be be helpful if he could make a summary of this.

Senator BYRD. Surely. Could you do that, Mr. Xanten?

Mr. XANTEN. Very well.

PROBLEM OF CLEARING STREETS OF TRAFFIC

Senator SCHOEPPEL. And then if I might make a suggestion, Mr. Chairman, we can file that by reference so it would not have to be included in the stenographic reports.

Senator BYRD. Yes.

General Clarke?

General CLARKE. May I speak to this? I got sort of a baptism of snow last winter in this job and my observation is that moving snow out of the way is an equipment job. We found during the winter that if we could once get the streets clear of traffic, because

you can't move snow while traffic is on the streets, if you could get the streets clear, Mr. Xanten could handle an 8-inch snowstorm respectably in perhaps 4 hours of work. Now, if he were to get the additional equipment, he might get down to 3 hours or perhaps a little less, so that the main thoroughfares would be passable. And it is a gamble when you put this equipment in that there may be a storm early in the morning that might cease, say, about 2 or 3 o'clock. He could still with more equipment have a better chance of having the streets open so people could come to work at 8 o'clock.

(The information referred to follows:)

Recapitulation of snow equipment by divisions (major equipment only)

BUCKET LOADERS

	Present fleet	Replacement	Additions	Total quota
Sanitation	18	10	4	22
Highway	9	1	3	12
Sewer	4	0	6	10
Water	0	0	0	0
National Capital Parks	1	0	2	3
Total	32	11	15	47

AUTOMATIC SAND AND CHEMICAL SPREADERS

Sanitation	17	0	10	27
Highway	5	0	4	9
Sewer	9	0	2	11
Water	0	0	2	2
National Capital Parks	7	0	2	9
Total	38	0	20	58

SNOWPLOWS (INCLUDES CONTRACT PLOWS)

Sanitation	100	30	0	100
Highway	63	29	11	74
Sewer	46	10	5	51
Water	0	0	0	0
National Capital Parks	40	0	5	45
Total	249	69	21	270

ROTARY SNOW BLOWERS

Sanitation	4	0	2	6
Highway	3	0	3	6
Sewer	1	0	2	3
Water	0	0	0	0
National Capital Parks	0	0	2	2
Total	8	0	9	17

EQUIPMENT SUMMARY

Bucket loaders	32	11	15	47
Automatic spreaders	38	0	20	58
Snowplows	249	69	21	270
Rotary snow blowers	8	0	9	17

Recapitulation of snow equipment requirements

	Replacements	Additions	Total
Sanitation	$172,000	$205,500	$377,500
Highway	119,000	177,500	296,500
Sewer	21,000	220,000	241,000
Water	0	22,000	22,000
Total, District government	312,000	625,000	937,000
National Capital Parks	0	63,000	63,000
Grand total	312,000	688,000	1,000,000

Sanitation division snow equipment requirements

14 bucket loaders, 4-wheel drive:	
18 loaders available, 10 of which are obsolete, therefore this consists of 10 replacements and 4 additional units, at $13,000 each	$182,000
(Replacements, $130,000; additional, $52,000.)	
10 automatic sand and chemical spreaders:	
17 now available, number of routes assigned necessitates the addition of 10 automatic spreaders to replace the hook-on type, which should be used only as spares, at $2,500 each	25,000
(Replacements, 0; additional, $25,000.)	
10 chassis:	
30,000-pound gross vehicle weight, for above spreaders (additional), at $8,000	80,000
(Replacements, 0; additional, $80,000.)	
30 snowplows (10-inch moldboards) with electric-hydraulic lifts:	
100 units available, however, these units are needed to replace broken and badly worn units, at $1,000 each	30,000
(Replacements, $30,000; additional, 0.)	
2 rotary snow blowers:	
4 now available, 3 Sicards and 1 Sno-Go (surplus). 2 additional units are needed to take care of additional assignments of bridges, windows, etc., at $16,000 each	32,000
(Replacements, 0; additional, $32,000.)	
60 electric-hydraulic lifts for plows:	
40 now available and in use, 60 replacement units are needed to modernize remaining plows, at $200 each	12,000
(Replacements, $12,000; additional, 0.)	
23 2-way radios:	
60 now available and in use, these additional units are needed for foremen's cars as well as sanders and some plow units (lead units), at $500 each	11,500
(Replacements, 0; additional, $11,500.)	
1 bucket loader (small 27 cubic feet):	
1 now available and in use, with the more extensive use of salt, 1 additional unit is needed, at $5,000 each	5,000
(Replacements, 0; additional, $5,000.)	
Total	377,500
Replacements	172,000
Additions	205,500
Total	377,500

Highway Department snow equipment requirements

4 bucket loaders, 4-wheel drive:	
9 loaders available, 1 of which is obsolete, therefore this consists of 3 additional and 1 replacement, at $13,000	$52,000
(Replacements, $13,000; additional, $39,000.)	
4 automatic sand and chemical spreaders:	
5 now available, number of routes assigned necessitates the addition of 4 units, at $2,500	10,000
(Replacements, 0; additional, $10,000.)	
8 chassis:	
30,000-pound gross vehicle weight, for above spreaders and 4 old obsolete units, at $8,000	64,000
(Replacements, $32,000; additional, $32,000.)	
40 snowplows (10-inch moldboard) with electric hydraulic lifts:	
Now have 63 of which 29 are obsolete and should be replaced, also, need 11 additional units so that routes can be shortened, at $1,000 each	40,000
(Replacements, $29,000; additional, $11,000.)	
3 rotary snow blowers:	
3 now available, need 3 additional units to take care of critical areas or bridges, roadways, etc., at $16,000	48,000
(Replacements, 0; additional, $48,000.)	
15 2-way radios:	
Maintenance Section now has only 6 radios, need 15 additional units for inspectors and foremen cars as well as for a few graders, at $500	7,500
(Replacements, 0; additional, $7,500.)	
5 graders: (2 additional; 3 replacements):	
Now have 10 available, 3 are obsolete and should be replaced, at $15,000	75,000
(Replacements, $45,000; additional, $30,000.)	
Total	296,500
Replacements	119,000
Additions	177,500
Total	296,500

Sewer Division snow equipment requirements

6 bucket loaders, 4-wheel drive:	
4 loaders now available, 6 additional are needed to satisfactorily cover assignments within a reasonable time, at $13,000 each	$78,000
(Replacements, 0; additional, $78,000.)	
2 automatic sand and chemical spreaders:	
9 now available, number of routes assigned necessitates the addition of at least 2 units at $2,500 each	5,000
(Replacements, 0; additional, $5,000.)	
3 chassis:	
30,000-pound gross vehicle weight, for above spreaders and 1 replacement, at $8,000 each	24,000
(Replacements, $8,000; additional, $16,000.)	
15 snowplows (10-inch moldboards) with electric hydraulic lifts:	
46 now available, 10 are obsolete and should be replaced, 5 additional, at $1,000 each	15,000
(Replacements, $10,000; additional, $5,000.)	
8 chassis for snowplows:	
30,000-pound gross vehicle weight, four (4 x 4) and four (4 x 2):	
4 at $8,000 each	32,000
4 at $10,000 each	40,000
(Replacements, 0; additional, $72,000.)	
2 rotary snow blowers:	
1 now available, 2 additional needed to take care of special assignments on hauling and bridges, at $16,000 each	32,000
(Replacements, 0; additional, $32,000.)	
15 electric hydraulic lifts for plows:	
7 now available, require 15 for replacement, at $200 each	3,000
(Replacements, $3,000; additional, 0.)	
3 sidewalk plows:	
None now available, needed for sidewalk work to eliminate hand labor, at $4,000 each	12,000
(Replacements, 0; additional, $12,000.)	
Total	241,000
Replacements	21,000
Additions	220,000
Total	241,000

Water Division snow equipment requirements

2 automatic sand and chemical spreaders:	
None available, presently using 2 Sandy-Andys and 1 hand spreader, routes require 2 automatic spreaders, at $2,500 each	$5,000
(Replacements, 0; additional, $5,000.)	
2 chassis:	
30,000-pound gross vehicle weight, for above spreaders, at $8,000 each	16,000
(Replacements, 0; additional, $16,000.)	
1 Scotsman chemical spreader:	
1 now available, need 1 additional unit to satisfactorily cover routes during peak periods, at $1,000 each	1,000
(Replacements, 0; additional, $1,000.)	
Total	22,000
Replacements	0
Additions	22,000
Total	22,000

National Capital Parks snow equipment requirements

2 bucket loaders, 4-wheel drive:	
1 now available, need 2 additional loaders for windrows and special assignments, at $13,000 each	$26,000
(Replacements, 0; additional, $26,000.)	
2 automatic sand and chemical spreaders:	
7 now available, need 2 additional units for greater coverage on assigned routes, at $2,500 each	5,000
(Replacements, 0; additional, $5,000.)	
5 snowplows (8-inch moldboards) with electric hydraulic lifts:	
40 now available, need 5 additional to take care of assigned routes, at $800 each	4,000
2 rotary plow attachments for loaders:	
None now available, need 2 units to take care of windrows and special assignments, at $6,000	12,000
(Replacements, 0; additional, $12,000.)	
4 dump trucks (2½ ton) :	
40 now available, need 4 additional as general utility for sanding and plowing, at $4,000 each	16,000
(Replacements, 0; additional, $16,000.)	
Total	63,000
Replacements	0
Additions	63,000
Total	63,000

Last year when we had such a storm we had to keep people home all day because we just couldn't get the streets open. So as I see it, we are really asking to reduce some of the gamble that is in this, people coming to work or not, and with more equipment we have a little better chance that we can keep the Government offices open.

UNUSUAL SNOW CONDITIONS LAST YEAR

Senator SCHOEPPEL. I might say some of us are, while we are all here in the Congress from different sections of the country, obviously, I went through this last year. That was the worst I have ever seen in my 13 years being in the city of Washington. And while it may be in only one of the 13, there have been several in here that have been pretty good ones. But this was a dilly, this last one.

General CLARKE. Yes, sir. I recognize that.

Senator SCHOEPPEL. And there were a lot of things that happened that you couldn't have avoided at all because you didn't have the equipment. You couldn't anticipate it. And the people driving these automobiles contributed in no small degree. They didn't know how to drive in the snow. They wouldn't know because they haven't had the experience.

General CLARKE. We tried to tackle the problem in that respect and we have two movies we hope to show next winter when the time is appropriate. Right now is not the right time to put them on television. But next winter is the appropriate time to do that.

CONFERENCE ON SNOW PROBLEMS

I might point out that together with the city of New York we cosponsored a conference with the major cities of the east coast to pick each other's brains on ways and means to fight snow more effectively. I think we came out of that feeling that the District of Columbia is as advanced as the other cities up and down the coast.

One other thing. We have been encouraging the American Public Works Association to do more research into this problem that has been with us ever since mankind has been on earth, to see if we can't find better ways of moving snow than just pushing it aside. There must be some better way to do this.

STATUS OF EQUIPMENT ITEM

Senator BYRD. General Clarke, what was the status of this item when you appeared before the House committee? Had it cleared the Bureau of the Budget?

General CLARKE. Oh, yes. This has the endorsement of the Bureau of the Budget.

Senator BYRD. Is this an amendment to the original budget estimate?

General CLARKE. Yes, sir. It was an amendment to the original budget estimate, budget submission, because we wanted to wait until we had had these conferences with the other cities before we developed our program. This submission came in I think about the first of May or so.

Mr. HERMAN. House Document 185, Mr. Chairman.

General CLARKE. But it does have the full endorsement of the Bureau of the Budget.

Senator BYRD. Senator Schoeppel, do you have anything else on this item?

Senator SCHOEPPEL. No, Mr. Chairman, I do not.

Senator BYRD. General Clarke, would you have shelter for the additional equipment so that it wouldn't deteriorate from exposure to the weather?

General CLARKE. May I ask Mr. Xanten to answer that? It would be right in his custody.

MANNING OF ADDITIONAL EQUIPMENT

Mr. XANTEN. I think that is the least of our difficulties, shelter. We are more concerned with being able to man. But frankly there would be no problem in that connection, although some equipment is

always in the open, so that while I could not say that everything would be under a roof it would at least be fenced in.

Senator SCHOEPPEL. Is there a question here with reference to the manning of this equipment? Is some of it so complicated that you would probably have to have a specialized type of an individual to operate it or could you duplicate——

Mr. XANTEN. Mr. Chairman, we train our existing truckdrivers to man this complicated snow removal equipment so that when snow comes, they are taken off their regular work and put on——

Senator SCHOEPPEL. That is the thing I wanted to get into the record. So it wouldn't be left here as though you get the equipment, then you have high priced or reasonably high priced type of employees standing by until snow comes.

Mr. XANTEN. Oh, no, sir. As a matter of fact, on occasion we are so short handed on driver personnel for the purpose that we might even have to hire a few good contract drivers for this equipment; but our problem there is that most of this contractors are using their own equipment on snow removal when snow strikes. It is preempted by parking lots and parking centers and other agencies, other governmental agencies, so we only have a certain percentage of the contractors in the city that we can call on for snow removal.

ABILITY TO DEAL WITH SNOWSTORMS

But I do want to make one comment with respect to our ability to deal with a snowstorm. I think what the general had in mind was the initial strike at a snowstorm. This is very important and can be accomplished within a reasonable number of hours. But it is the aftermath of the snowstorm which costs the money. The movement, the physical removal of the snow from the downtown section and the cleaning of crosswalks and blocked intersections and this type of work which is so complex and it takes time. It would surprise you to know that on the plowing job alone, when we start plowing our streets in a 10-inch snowstorm, we know we are going to have to travel 16,000 miles. It takes seven cuts, for instance, to cover 1 mile of Pennsylvania Avenue, our streets are so wide, our avenues. We have to travel, therefore, 14 miles, 7 miles on one side and 7 on the other. This makes it a very complex problem here.

EFFECT OF VEHICLE PARKING ON SNOW REMOVAL PROGRAM

One other thing I must mention is the parking situation which is so atrocious in this city that when you plow snow into parked cars, you are accomplishing nothing. You simply have the owner of that car come out, throw snow right back into the roads, and you thereby create a "sore" spot, a hummock of ice, and unless we can get parked cars off the streets, snow removal will be ineffective. I was amazed to find out that in New York City, where they have some other method of travel except on the surface (they have their subways), they deliberately plow people in at the curb, hoping that this will keep them from using their car.

Now, we can't operate in that way in this section of the country. So topographywise and trafficwise there is grief in snow and we only can do the best we can with it.

Senator BYRD. Do you think of anything else in connection with this item that would help the committee should we want to restore the item and go to conference? Have you presented all of the information that you can think of that might support your position? Did you present this same information to the House, General Clarke?

General CLARKE. Yes, sir.

Senator BYRD. You haven't given us anything new today.

General CLARKE. No, sir.

ITEM NOT PRESENTED TO HOUSE

Mr. XANTEN. We have, to the extent that I did not get an opportunity to present this item to the House at all. The item came in too late for me to be called on to testify on this item.

Senator BYRD. Well, you have been a good witness. Perhaps it would have been well if you could have also presented your testimony to the House.

Mr. Duncan, this is an item that is more in General Clarke's field, taking into consideration his experience and everything, than that of yourself. Would you like to comment on it?

Mr. DUNCAN. I think I have no comment, Mr. Chairman. I am very much like the chairman. I am learning as we go and learning a lot.

Senator BYRD. Well, the Bible says, "happy is the man that findeth wisdom and the man that getteth understanding, for the merchandise of it is better than silver and the gain thereof than fine gold."

So I presume we are both getting wisdom and understanding.

Mr. DUNCAN. That is right.

Senator BYRD. Would you like to comment on any other item, Mr. Duncan?

Mr. DUNCAN. In connection with that subject?

Senator BYRD. Anything we have taken up today. Anything in connection with this subject. I haven't meant to overlook you at all.

Mr. DUNCAN. I realize that, Mr. Chairman, and thank you for the opportunity, but I don't think I should take the time of the committee. I don't think it would add anything to it.

Senator BYRD. Senator Schoeppel?

Senator SCHOEPPEL. I don't believe that I have any further questions with reference to this instant matter.

DISTRICT OF COLUMBIA UNEMPLOYMENT COMPENSATION BENEFITS

Now, the amounts payable under the District of Columbia Unemployment Compensation Act showing the benefits paid to the worker and the amounts allowed for dependents, now, in my humble opinion that has a relationship that will be helpful to us in the committee. It might be interesting to compare these rates with those now paid under the aid to dependent children's program that we were discussing today.

Now, those tables are on page 611 under paragraph 46–307, table A, and it is listed as table 46, social security, title 46 of the D.C. Code. And they are marked for the benefit of the young lady on the machine down there, in red pencil here, just two short paragraphs. I think that includes all that I have to say.

(The information referred to follows:)

TABLE A

High-quarter wages (Col. A)	Basic weekly benefit (Col. B)	Minimum qualifying wages (Col. C)	High-quality wages (Col. A)	Basic weekly benefit (Col. B)	Minimum qualifying wages (Col. C)
$130.00 to $184	$8	$276	$437.01 to $460	$20	$690
$184.01 to $207	9	310	$460.01 to $481	21	724
$207.01 to $230	10	345	$481.01 to $506	22	759
$230.01 to $253	11	379	$506.01 to $529	23	793
$253.01 to $276	12	414	$529.01 to $552	24	828
$276.01 to $299	13	448	$552.01 to $575	25	862
$299.01 to $322	14	483	$575.01 to $598	26	897
$322.01 to $345	15	517	$598.01 to $621	27	931
$345.01 to $368	16	552	$621.01 to $644	28	966
$368.01 to $391	17	586	$644.01 to $667	29	1,000
$391.01 to $414	18	621	$667.01 and over	30	1,035
$414.01 to $437	19	655			

(f) DEPENDENT'S ALLOWANCE.—In addition to the benefits payable under the foregoing subsections of this section, each eligible individual who is unemployed in any week shall be paid with respect to such week $1 for each dependent relative, but not more than $3 shall be paid to an individual as dependent's allowance with respect to any one week of unemployment nor shall any weekly benefit which includes a dependent's allowance be paid in the amount of more than $30. An individual's number of dependents shall be determined as of the day with respect to which he first files a valid claim for benefits in any benefit year, and shall be fixed for the duration of such benefit year. The dependent's allowance is not to be taken into consideration in calculating the claimant's total amount of benefits in subsection (d) of this section. (Aug. 28, 1935, 49 Stat. 949, ch. 794, § 8; June 2, 1940, 54 Stat. 732.)

AMENDMENT REQUESTED FOR AUDIOVISUAL HEALTH EDUCATION

Senator BYRD. Thank you, gentlemen.

The committee has been asked to add $10,000 for the cost of motion pictures or reels to be used as supplementary aids to audiovisual health education in the public school program. Mr. Herman, will you insert Dr. Hansen's comments on that matter?

Mr. HERMAN. Very happy to do so, Mr. Chairman.

(The letter referred to follows:)

SUPERINTENDENT OF SCHOOLS,
Washington, D.C., August 23, 1961.

Hon. ROBERT C. BYRD,
U.S. Senate, Washington, D.C.

DEAR SENATOR BYRD: In response to the question raised concerning the proposed amendment to the appropriation bill of $10,000 to purchase motion pictures or reels for the promotion of youth fitness and prevention of juvenile delinquency and youth crime by calling the attention of pupils in the public schools to the evils of narcotics and subjects related to good health topics, I would answer that this is an excellent project and that I would support it in full.

The one reservation I would add is that this additional sum as proposed should not be at the expense of any other items in the appropriation bill as approved by the House or be placed in priority of requests for restoration made by the Board of Education and approved by the Commissioners. If an amount up to $10,000 is made available for additional visual aids to improve the physical fitness program we are in a position to make excellent use of these materials in our elementary and secondary schools.

Respectfully submitted.

CARL F. HANSEN,
Superintendent of Schools.

Senator BYRD. General Clarke, do you have anything further?

GENERAL CLARKE. Mr. Chairman, I think the only thing I should say is that the Commissioners appreciate the thoroughness and patience of the committee in dealing with our many problems, and we are hopeful that you will take care of our fiscal problems. I think this is all I should say, sir, and we thank you for your diligence and your sympathy and consideration of each of our problems.

Senator BYRD. Thank you very much.

Off the record.

(Discussion off the record.

Senator BYRD. The subcommittee will stand in recess until tomorrow morning at 10 o'clock when we will continue with the Public Welfare Department and also take testimony on the supplemental requests which I understand are coming up today.

(Whereupon, at 4:45 p.m., Tuesday, August 22, 1961, the subcommittee adjourned to reconvene at 10 a.m., Wednesday, August 23, 1961.)

DISTRICT OF COLUMBIA APPROPRIATIONS FOR 1962

WEDNESDAY, AUGUST 23, 1961

U.S. SENATE,
SUBCOMMITTEE OF THE COMMITTEE ON APPROPRIATIONS,
Washington, D.C.

The subcommittee met, pursuant to recess, at 10:20 a.m., in room F-39, the Capitol Building, Hon. Robert C. Byrd of West Virginia (chairman of the subcommittee) presiding.

Present: Senators Byrd, McGee, and Schoeppel.

DISTRICT OF COLUMBIA

DEPARTMENT OF PUBLIC WELFARE

STATEMENT OF GERARD M. SHEA, DIRECTOR, ACCOMPANIED BY GUY W. PUNTCH, ADMINISTRATIVE OFFICER; DONALD GRAY, PROGRAM OFFICER; HENRY C. LAJEWSKI, SURVEY AND ANALYTICAL STATISTICIAN; WILLIAM R. GALVIN, RESOURCES AND COLLECTION SECTION; AND DAVID P. HERMAN, BUDGET OFFICER, DISTRICT OF COLUMBIA GOVERNMENT—Resumed

STATEMENT BY THE CHAIRMAN

Senator BYRD. The committee will be in order.

Good morning, ladies and gentlemen.

Good morning, General Clarke.

General CLARKE. Good morning, sir.

Senator BYRD. Good morning, Mr. Duncan.

Good morning, Mr. Shea.

Yesterday we introduced into the record a letter that was addressed to me by Mrs. Richard C. Simonson, president of the League of Women Voters of the District of Columbia. Mrs. Simonson sent copies of her letter to Mr. Gerard Shea, to the Washington Post, and to the Evening Star. Although her letter does not indicate thusly, I understand that copies of the letter were sent to at least one or two of the members of the subcommittee.

TELEGRAM FROM DIRECTOR, DENVER DEPARTMENT OF WELFARE

This morning I have a telegram from Miss Charline J. Birkins, director of the Denver Department of Welfare, Denver, Colo., in which she states that the cost of agency services for public assistance and child welfare for 1959-60, exclusive of administration, was $23,213,812. She said the average monthly caseload was 21,004. Of the

$23 million figure, $20,900,770 were State and Federal funds. I will insert into the record this telegram.

(The telegram referred to follows:)

DENVER, COLO., *August 23, 1961.*

Senator ROBERT BYRD,
342 Old Senate Office Building, Washington, D.C.:

Cost of agency services for public assistance and child welfare for 1959–60, exclusive of administration was $23,213,813. City-county share $2,313,043 and $20,900,770 State-Federal; 1960–61 figures not yet compiled by State department; 1959–60 average monthly caseload was 21,004. Denver population, 1960 census, 493,887, covering letter and pamphlets being sent by mail.

DENVER DEPARTMENT OF WELFARE,
CHARLINE J. BIRKINS, *Director.*

GENERAL STATEMENT

Senatory BYRD. So it is impossible from reading the telegram or Mrs. Simonson's letter to distinguish Federal moneys from State, city, and county moneys.

The letter to me from Mrs. Simonson indicated that the expenditures amounted to $19,592,655.

Mr. Shea, have you or your people come up with any information this morning by which we could identify these figures that have been set forth in Mrs. Simonson's letter?

Mr. SHEA. Well, Senator, we went back to our office and there is a copy of the letter, as indicated, in our office. We have attempted to get together with Mrs. Simonson. We were hoping, of course, to get together with her yesterday afternoon, but that was not possible because we could not reach her. But this morning, Mr. Brewer and Mr. Gray of our staff sat down with Mrs. Anthony Schwartz. I have a statement here if I might read it about what has transpired to date.

Senator BYRD. Yes; will you read it a little louder?

Mr. SHEA. Yes.

COMPARISON OF EXPENDITURES IN OTHER CITIES

The August 20, 1961, letter of the League of Women Voters of the District of Columbia to the chairman listed as examples the following figures on yearly expenditures in 1959 and 1960 for agency services.

City	Population	Expenditures
District of Columbia	764,000	$15,979,279
Baltimore	939,000	26,597,586
Denver (city and county)	493,887	19,592,655
Milwaukee (city and county)	1,036,041	22,207,771
San Francisco	742,855	25,018,626
Seattle (King County)	935,014	20,823,741

STUDY OF DISTRICT OF COLUMBIA WELFARE PROGRAM

These figures were arrived at by the chairman of the public welfare resource group who undertook a study of the District of Columbia public welfare program as one of the league's projects for the past year. Mrs. Anthony Schwartz, chairman of this project group, has advised us that the above figures were derived from the 1960 report of the District of Columbia Department of Public Welfare and the 1960 budget released to the public. She also advised that the figures

relating to the other cities were derived from written budget material submitted by these cities at the request of the league. She attempted to use only comparable items and did not use the total expenditures of these cities.

Some of the material submitted from the other cities was based on 1959 expenditures and on a calendar year rather than a fiscal year.

Using our fiscal 1960 expenditures for the District of Columbia including expenditures for public assistance grants—Federal and local funds—and using total expenditures for child welfare including foster care, board, and administrative costs, we arrive at the figure $15,979,279 or a difference of only $331 from the figure submitted by the league. To the best of her recollection, these are the elements that Mrs. Schwartz used in her computations.

DATA FROM OTHER CITIES

Mrs. Schwartz submitted to us this morning the data received by the league from the other cities. We are analyzing this data based on the same two elements computed for the District of Columbia. This will be available later today. However, in order to be sure of our data, we are sending airmail today, requests for confirmation of the figures from the localities concerned.

Since the elements are variable, we felt that this would be more accurate than an attempt to accomplish this by long-distance telephone. The confirmation material from the localities will be submitted to the committee as it is received.

Senator BYRD. Thank you, Mr. Shea. I think it is significant to note that in your statement, some of the material submitted from the other cities was based on 1959 expenditures and on a calendar rather than a fiscal year.

Mr. SHEA. Yes, sir.

Senator BYRD. It is quite possible that some of the figures regarding other cities may have included Federal moneys as well.

Mr. SHEA. I might add, too, Senator, if I may, that what we are trying to do now is go through each one of these budget figures and find the common elements, as far as we can ascertain them, from the material she has left with us. Then we will direct this letter to these various city directors, listing the factors that seem common and that seem to add up to this total figure and to receive in return from them the confirmation or other information related to a total amount of money. Because, actually, it appears that there may have been some factors added up in certain areas that are not necessarily exactly comparable. Now, this we do not know and this is what Mr. Brewer is doing right now.

Senator BYRD. Well, I talked with Miss Perkins last evening following the recess of the hearings. I was able to contact someone in Milwaukee, Harold Storey, I believe it was, but he did not have the information.

DATA ON PRECISE EXPENDITURES

I am glad you are proceeding through your Department as you are to get this information from the cities mentioned. I would want you to reconcile these figures in such a way that they will clearly reflect the precise expenditures being made and the purposes for which they are being expended. I want to be sure that we are dealing with

comparable categories so that the committee and the public can be sure of its information.

CASHING OF RELIEF CHECKS

Mr. SHEA. If I may, Senator, we did make one other inquiry with respect to this matter of the checking on where the relief checks are cashed.

Senator BYRD. Yes.

Mr. SHEA. We do have a report which was compiled by Mr. Galvin, our investigations and collection officer, and if I may read it, this will indicate where we are and what we have to do and how we will go about.

Senator BYRD. Fine.

COOPERATION OF TREASURY DEPARTMENT

Mr. SHEA. The investigations and collection officer, William Galvin, contacted Miss E. F. Perkins, Assistant Chief of the Check Claims Division, U.S. Treasury Department, concerning the possibility of securing Public Assistance Division checks for one particular month.

Miss Perkins stated that it would be necessary to furnish the symbol number, block number, or check number of these checks to identify them. She said that all canceled checks received by the U.S. Treasury Department are identified by U.S. Treasury Department numbers of 10 digits. This would mean that every check would necessarily have to be identified manually by her section before they could be located at Federal storage in GSA.

Senator BYRD. Would you read the last sentence again?

Mr. SHEA. Miss Perkins said that all canceled checks received by the U.S. Treasury Department are identified by the U.S. Treasury Department numbers of 10 digits. This would mean that every check would necessarily have to be identified manually by her section before they could be located at Federal storage in GSA. These would then be brought back to the U.S. Treasury.

This operation involving approximately 12,000 checks would take anywhere from 3 weeks to 3 months depending on the staff utilized and the urgency of the project. The cost estimated to do the job within a 3-week period would be about $15,000.

Miss Perkins suggested that a more practical method would be to punch a special hole in PAD checks that could then be processed electronically. This method, however, would depend upon obtaining approval from the District of Columbia Treasurer's Office and from four different sections within the U.S. Treasury Department.

In 1952 the checks issued to PAD were not machine processed and were therefore available in record storage at Cameron Station. With the automatic processing system now used, such a situation no longer exists.

Actually, what I think it means, Senator, is that if this later suggestion were able to be put into effect; namely, this special hole punch of the PAD checks, it would be relatively simple to get this information, at least, the initial step would be relatively simple. Now, many other steps would have to be taken following the identification of these particular checks.

RECIPIENTS OF SURPLUS FOOD COMMODITIES

Senator BYRD. As I read your testimony on page 878 of the House hearings, more people jumped on the bandwagon for surplus commodities than were previously on it once a great variety of foods were being offered. This leads to the assumption that 15,000 persons who were not previously receiving surplus foods suddenly found they needed them.

What is the explanation for this?

Mr. SHEA. Was that 878, Senator?

Senator BYRD. Page 878 of the House hearings.

INCREASE IN PEOPLE LIVING ON FRINGE OF POVERTY

Mr. SHEA. Actually, I believe, sir, that the number of people in the District of Columbia who are living on the fringe of poverty is increasing. I think that there have been——

Senator BYRD. Would you say that again, please?

URBAN RENEWAL PROJECTS

Mr. SHEA. The number of people who are living on the fringe of poverty, the characterization I believe I indicated in the first day, the people who are just about able to make it continuously working in the community is increasing. Since, in addition to the initial large urban renewal project which was basically the Southwest, there have continued to be a number of urban renewal projects. The one that comes to my mind is this one east of North Capitol Street, between G and N, I believe it is, east, where there has been a considerable amount of demolition of housing and, as a result, people have had to be relocated in other housing. This is one possible area where there are people who had not been on surplus food who might, as a result of the action of urban renewal, have it brought to their attention that there is this program and that, therefore, they applied.

TOTAL RECIPIENTS OF SURPLUS FOOD

I believe, sir, when we initially started this program in 1957, we estimated that there would be 50,000 people receiving surplus food. As of the most recent figures, which would have been July 31, 1961, the actual count is 51,026.

Senator BYRD. What was the date of your estimation that the program would reach a 50,000 mark?

HUNGRY CHILDREN HEARINGS

Mr. SHEA. 1957, at the time of the hungry children hearings.

Senator BYRD. Mr. Rabaut, on page 87, said this to you:

> Last year, on page 650, you testified that this program had reached a plateau of between 35,000 and 38,000 persons per month.

Mr. SHEA. Yes, sir; but since that time, there has been publicity with respect to the program. There has been the addition of more palatable products, and there has continued to be this making available to an increased number of people the knowledge of the program.

These collectively have resulted in approximating this 50,000-person figure, which we originally estimated in 1957.

Senator BYRD. Why did you last year indicate that the program had reached a plateau of between 35,000 and 38,000 persons, when in 1957, I believe it was, you indicated that you foresaw a plateau of 50,000?

Mr. SHEA. Well, at that time, sir, for several consecutive months, there had been a leveling off of approximately 33,000 or 38,000 people who actually were eligible for the food. Now, I think some of the leveling off was related to the fact that people were not coming back to pick up the food because it was becoming a little bit monotonous, because it was the same seven items.

Along the way, as you know, Senator, some of the original seven items were dropped temporarily. For example, there was butter given for a while and that was dropped. Cheese was given for a while and that was dropped. It may be dropped for only a few months, but the nonavailability of an attractive product like that has the tendency for people not to want to pick up the other six products which are not as palatable.

But, basically, we had hoped this plateau of 1958 would prevail, and because it did seem for several consecutive months that this possibly was going to happen. Now all these other factors have triggered it back up to what we originally thought it was going to be.

EXPANSION OF VARIETY OF SURPLUS COMMODITIES

Senator BYRD. If I am not mistaken, the number of recipients of surplus commodities in my State has decreased since the variety was expanded.

Mr. SHEA. We have had the opposite experience here, sir, that the variety has increased the number of people who are applying and who are actually picking up the food. We have approximately 90 percent of those who are eligible now picking up the food, which I think is illustrative that they are concerned about getting it and using it properly.

INVENTORY CONTROLS AT WAREHOUSE

Senator BYRD. What inventory controls do you maintain at your warehouses to make certain commodities are not being pilfered or going to an unqualified person?

Mr. SHEA. May I ask Mr. Puntch, who directly supervises this program, to answer?

Senator BYRD. Yes, indeed.

Mr. PUNTCH. We utilize commercial warehousing and it is only moved the day of the issue. The commercial warehouse is responsible to us for each commodity received to be issued for us. It is only on the day of the actual issue that we expose any pilfering.

DETERMINATION OF QUANTITY OF COMMODITIES FOR FAMILIES

Senator BYRD. What is the formula for determining the quantity of the surplus commodities for which families of various sizes may qualify?

Mr. PUNTCH. I am not sure we have that with us, sir. We have worked it out with nutritionists of the Health Department. We could supply what each one gets.

Senator BYRD. Suppose you supply that for the record.
(The information referred to follows:)

FORMULA FOR DETERMINING QUANTITY OF SURPLUS COMMODITIES PROVIDED TO FAMILIES OF VARIOUS SIZES

Food is distributed on the basis of a unit of issue. This unit of issue consists of:

Item		*Amount*
Milk	4½-pound package	1
Flour	10-pound bag	1
Cornmeal	5-pound bag	1
Rice	2½-pound package	1
Lard	2-pound package	1
Butter	1-pound print	1
Beans	2-pound bags	2
Oatmeal	3-pound package	1
Eggs	13-ounce cans	2
Peanut butter	2-pound can	1
Chopped meat	30½-ounce cans	2

Below is a table showing the number of units for which families qualify on the basis of size during a specific cycle of distribution. Also indicated on this table is the retail price value of the units of issue received during each issue. These reflect that distribution of peanut butter is made on a different basis than are other items in the unit of issue.

Family size	1st cycle		2d cycle		3d cycle		Average monthly value
	Unit of issue	Dollar value	Unit of issue	Dollar value	Unit of issue	Dollar value	
1	1	$12.00	0	----------	1	$10.90	$11.45
2	1	12.00	1	$12.00	1	10.90	11.63
3	2	22.90	1	12.00	1	12.00	15.63
4	2	22.90	2	22.90	1	12.00	19.27
5	2	24.00	2	22.90	2	22.90	23.27
6	3	34.90	3	33.80	2	22.90	30.53
7	3	34.90	3	34.90	3	33.80	34.53
8	4	45.80	3	34.90	3	33.80	38.17
9	4	45.80	4	45.80	3	34.90	42.17
10	4	45.80	4	45.80	4	45.80	45.80
11	5	57.80	5	57.80	4	45.80	53.80
12 or more	5	57.80	5	57.80	5	57.80	57.80

PERCENTAGE OF POPULATION ON PUBLIC ASSISTANCE

Senator BYRD. Now, what percent, Mr. Shea, of the population of the District of Columbia is on public assistance?

Mr. SHEA. The total number of people on public assistance is 33,024, as of June 30, 1961. In addition to that, there are approximately 17,000 people who are receiving surplus food who are not on public assistance, but who are in the low-income group. And the percentage is 4.5 of the total population.

Senator BYRD. Say that again, please.

Mr. SHEA. 4.5 percent of the total population is receiving either public assistance and surplus food or surplus food only.

Senator BYRD. What percent of the total population is on public assistance?

Mr. SHEA. I am sorry, sir, 4.5 of the total population is on public assistance.

Senator BYRD. 4.5 percent of the total population. Using the figure of 792,000 for population.

Mr. GALVIN. No, 764,000.

Senator BYRD. Using the figure of 792,000.

Mr. GALVIN. I am sorry.

Mr. SHEA. If we use a population figure of 792,000, the percentage of the total population on public assistance only is 4.2 percent. If we use the 792,000 figure and assume that there are 50,000 people receiving surplus food and public assistance, there are 6.3 percent.

Senator BYRD. All right. To make sure I understand you, 4.2 percent of the people in the District of Columbia, are getting public assistance?

Mr. SHEA. Yes, sir.

Senator BYRD. Using the figure, 792,000 as the population?

Mr. SHEA. Yes, sir.

PERCENT ON PUBLIC ASSISTANCE FOR PAST 5 YEARS

Senator BYRD. Now, how does this compare with a year ago? What percent of the population a year ago—suppose, for the record, you supply the figures for the last 5 years.

Mr. SHEA. Yes, sir.

(The information referred to follows:)

Rates of dependency on public assistance in the District of Columbia as of July for the years 1957 to 1961

Year	Population of the District of Columbia	Persons receiving assistance	Rate per thousand
1957	787,600	17,539	22
1958	788,800	21,218	27
1959	775,900	25,036	32
1960	763,000	28,952	38
1961	[1] 792,000	33,155	42

[1] Unofficial estimate.

UNEMPLOYMENT IN DISTRICT OF COLUMBIA

Senator BYRD. Now, did not Mr. Tobriner say that the unemployment figure in the District of Columbia was 2.5?

Mr. SHEA. Yes, sir; that is what he said on the first day, as I recall it.

Senator BYRD. How could you have 4.2 percent of the population on public assistance when less than 3 percent of the population is unemployed?

Mr. SHEA. The figure of 2.5 percent that was given by Mr. Tobriner on the opening day was related to the number of people who are unemployed, the percentage of the people who are unemployed. Our figures, our public assistance categories do not contain employable people except those who are temporarily unemployed and therefore on general public assistance because of medical disability or psychiatric disability.

Senator BYRD. All right.

You spoke of 50,000 persons receiving public assistance and/or surplus commodities?

Mr. SHEA. Yes, sir.

PERCENTAGE OF RECIPIENTS IN SECOND PRECINCT

Senator BYRD. Can you break down this figure? What percent of this is in the second precinct and so forth? Can you break it down so as to show how it is distributed by blocks or areas in the District of Columbia?

Mr. SHEA. Actually, sir, we have kept our statistics with respect to public assistance by census tracks and we will be able to submit to you for the record an approximation as to what percentage of PAD recipients and surplus food recipients are in these various census tracks, which will, of course, include the second precinct.

Senator BYRD. Can you supply the committee with the surplus commodity total for each year in which you have had a surplus commodity program?

Mr. SHEA. Yes, sir.

(The information referred to follows:)

Number of persons in population and receiving assistance for the District of Columbia by census tract and rate per 100 persons, June 1960

Census tract	Total persons in population	Persons receiving public assistance	Rate per 100 persons
Total	763,956	25,881	3.4
1	5,963	18	0.3
2	5,723	1	
3	6,415		
4	1,280		
5	7,285		
6	5,487		
7	8,548		
8	6,235		
9	6,715		
10	11,698	29	.2
11	5,202	9	.2
12	5,214	5	.1
13	7,803	3	
14	6,548	3	
15	6,177	4	.1
16	5,458	3	.1
17	5,871	17	.3
18	9,281	18	.2
19	8,533	50	.6
20	7,527	73	1.0
21	13,754	245	1.8
22	9,472	110	1.2
23.1	4,418	68	1.5
23.2	2,134		
24	5,497	141	2.6
25	9,209	164	1.8
26	2,732	7	.3
27	11,554	186	1.6
28	7,090	224	3.2
29	5,832	225	3.9
30	4,533	263	5.8
31	4,165	163	3.9
32	6,608	202	3.1
33	9,489	335	3.5
34	6,867	335	4.9
35	2,628	169	6.4
36	6,480	273	4.2
37	6,306	224	3.6
38	5,173	159	3.1
39	5,325	77	1.4
40	7,599	109	1.4
41	3,430	14	.4
42	9,015	342	3.8
43	4,534	199	4.4
44	3,733	280	7.5
45	2,450	236	9.6
46	6,789	678	9.9
47	6,401	751	11.7
48	8,483	1,116	13.2
49	8,999	1,016	11.3
50	8,236	584	7.1
51	2,451	82	3.3
52.1	6,031	294	4.9
52.2	1,291	18	1.4
53.1	5,896	142	2.4
53.2	1,022	6	.6
54.1	2,624	63	2.4
54.2	831	2	.2
55	6,182	180	2.9
56	3,796	58	1.5
57.1	5,380	39	.7
57.2	1,404	2	.1
58	1,489	141	9.5
59	3,870	346	8.9
60	1,699	115	6.8
61	60	55	91.7
62	99	7	7.1
63	2,360	141	5.9
64	3,262	430	13.2
65	4,730	211	4.5
66	3,004	126	4.2
67	6,850	402	5.9
68	10,188	342	3.4
69	4,897	376	7.7
70	5,973	503	8.4
71	4,029	329	8.2
72	5,551	544	9.8
73.1	4,813		
73.2	5,545	47	.8
73.3	4,481	21	.5
73.4	5,261	32	.6
73.5	9,049	599	6.6
73.6	6,650	15	.2
73.7	6,372	26	.4
73.8	1,044		
74.1	6,396	610	9.5
74.2	6,192	362	5.8
74.3	12,586	576	4.6
75	9,267	293	3.2
76.1	5,934	67	1.1
76.2	6,567	5	.1
76.3	5,341	3	.1
77.1	6,218	53	.9
77.2	6,237	7	.1
77.3	6,420	265	4.1
77.4	11,401	393	3.4
77.5	6,338	296	4.7
78.1	8,111	668	8.2
78.2	6,651	141	2.1
78.3	6,029	256	4.2
78.4	4,734	527	11.1
78.5	8,280	199	2.4
78.6	10,055	1,015	10.1
79	9,561	421	4.4
80	12,191	674	5.5
81	5,599	283	5.1
82	4,217	137	3.2
83	9,888	643	6.5
84	7,563	506	6.7
85	7,072	493	6.9
86	3,781	442	11.7
87	7,202	280	3.9
88.1	7,495	341	4.5
88.2	7,629	210	2.8
89	10,732	347	3.2
90	2,388	26	1.1
91	9,715	120	1.2
92	8,053	140	1.7
93	7,657	127	1.7
94	6,012	71	1.2
95.1	3,980	4	.1
95.2	7,830	22	.3
95.3	4,595	4	.1
95.4	10,516	31	.3
96	7,441	1	

Number of persons receiving surplus foods but not receiving public assistance in the District of Columbia by census tract and rate per 100 persons in the population, April 1961

Census tract	Total persons in population	Persons receiving surplus food	Rate per 100 population
Total	763,956	17,426	2.3
3	6,415	3	0.04
14	6,548	6	.09
19	8,533	37	.4
20	7,527	34	.5
21	13,754	47	.3
22	9,472	85	1.0
23	6,552	66	1.0
24	5,497	74	1.3
25	9,209	32	.3
26	2,732	13	.5
27	11,554	81	1.0
28	7,090	42	1.0
29	5,832	103	1.7
30	4,533	69	1.5
31	4,165	64	1.5
32	6,608	94	1.4
33	9,489	223	2.3
34	6,867	124	1.8
35	2,628	103	3.9
36	6,480	123	1.9
37	6,306	143	2.3
38	5,173	115	2.2
39	5,325	6	.1
40	7,599	56	.7
41	3,430	3	.08
42	9,015	164	1.8
43	4,534	69	1.5
44	3,733	124	3.3
45	2,450	130	5.3
46	6,789	608	8.9
47	6,401	487	7.6
48	8,483	830	9.8
49	8,999	630	7.0
50	8,236	290	3.5
51	2,451	35	1.4
52	7,322	56	.7
53	6,918	39	.6
54	3,455	12	.3
55	6,182	82	1.3
56	3,796	17	0.4
57	6,784	9	.1
58	1,489	42	2.8
59	3,870	291	7.5
60	1,699	157	9.2
61	60	4	6.7
62	99	14	
63	2,360	72	3.1
64	3,262	152	4.7
65	4,730	102	2.2
66	3,004	47	1.6
67	6,850	385	5.6
68	10,188	287	2.8
69	4,897	232	4.7
70	5,973	397	6.6
71	4,029	256	6.3
72	5,551	422	7.6
73	43,215	427	1.0
74	25,174	1,154	4.6
75	9,267	126	1.3
76	17,842	12	.06
77	36,614	1,298	3.5
78	43,860	2,511	5.7
79	9,561	171	1.8
80	12,191	442	3.6
81	5,599	301	5.4
82	4,217	50	1.2
83	9,888	681	6.9
84	7,563	465	6.1
85	7,072	443	6.3
86	3,781	193	5.1
87	7,202	206	2.9
88	15,124	300	2.0
89	10,732	121	1.1
90	2,388	32	1.3
91	9,715	83	1.0
92	8,053	26	.3
93	7,657	117	1.5
94	6,012	17	.3
95	26,921	62	.2

SURPLUS COMMODITY PROGRAM BY YEARS

Senator BYRD. Did I ask you to do this yesterday?

Mr. SHEA. You asked me yesterday, as I recall, for the money figures, and we put it in the record. I can repeat it again, if you would like.

Senator BYRD. All right.

Mr. SHEA. In 1958, it was $595,705; in 1959, it was $1,187,261; in 1960, it was $1,054,731; in 1961 through April, it was $1,009,347. I think I indicated at the hearings yesterday we will bring these figures through June, which will be a part of the testimony of yesterday.

BIRTH AND DEATH RATES

Senator BYRD. You mentioned as one of the causes for increased public assistance the increase in the birth rate. What is the percentage of increase in the birth rate and how does that compare with the mortality rate?

Mr. SHEA. The rate has been increased from 1950, from 24.5 to 26.2 in 1959. This is a rate per thousand population.

The death rate for the same period of time, in 1950 was 10.6; in 1959, it was 11.4. I do not know whether you would want this, Senator, but the number of births in these 2 years and the number of deaths might be of some interest. In 1950, the total number of births was 19,826, in 1959, the total number of births was 19,967. The total number of deaths in 1950 was 8,560, the total number of deaths in 1959 was 8,700.

Sentor BYRD. Give me the figures, again, 1950 as against 1959?

Mr. SHEA. The total number of births in 1950 was 19,826. The total number of births in 1959 was 19,967.

The total number of deaths in 1950 was 8,560. The total number of deaths in 1959 was 8,700.

Sentor BYRD. So your percentage of births over deaths has not increased?

Mr. SHEA. No, sir.

CHANGE IN CHARACTERISTICS OF DISTRICT OF COLUMBIA POPULATION

I think, sir, this substantiates one of the factors we listed initially as one of the increases in public assistance was the change in characteristics of the District population. We are quoting from the Department of Public Health publication of the District of Columbia for 1959, which is entitled "Vital Statistics Summary."

In 1950, the total number of births, as I indicated, was 19,826, of which 11,102 were white, 8,724 were nonwhite. In 1959, the total number of births was 19,967. Of that number, 6,466 were white and 13,501 were nonwhite.

Senator BYRD. But the percentage of births over deaths has decreased from 1950 to 1959?

Mr. SHEA. The percentage of births over deaths has decreased?

Senator BYRD. Yes. You have more births than you have deaths?

Mr. SHEA. Oh, yes.

Senator BYRD. And the percentage of births over deaths has decreased. The mortality rate has increased, percentagewise, faster than your birth rate.

Mr. SHEA. Yes, sir.

EXPENDITURES FOR BURIALS

Senator BYRD. How much did you spend for burials last year? When we are talking about years, I suppose we are talking about fiscal years?

Mr. SHEA. Yes, sir.

Senator BYRD. I was not sure we were thinking about the same thing.

Mr. SHEA. In 1961, fiscal year, it was approximately $71,000.

Senator BYRD. $71,000?

Mr. SHEA. Yes, sir.

Senator BYRD. Let us have the exact figure.

Mr. SHEA. Apparently we do not have it with us, sir, but may we supply that?

Senator BYRD. Yes.

Mr. SHEA. We could call our office and get it if you would like.

Senator BYRD. Let us have the exact figure, but approximately it is what?

Mr. SHEA. $68,287 was amount spent.

Senator BYRD. How much did you request for burials?

Mr. SHEA. $9,000. At the time I think it indicates we withdrew. We withdrew it for two major reasons. First, the contractual arrangement with the morticians, the actual contractual cost has slightly decreased and there has been a considerable effort by voluntary church agencies, generally speaking, to provide the burial for people within their own congregation. We encourage this. This is another one of the areas that our Resource and Collections Section works vigorously, trying to get some other organizations to provide the appropriate burial ceremony and provide for it in a dignified fashion. These two factors, generally speaking, have allowed us to reduce the request—rather, withdraw the request at the time of the House hearings.

Senator BYRD. Leaving how much for your request for burials?

Mr. SHEA. Approximately $62,000.

Senator BYRD. There is so much noise out in the hall, it makes it difficult for the chairman to hear and I am sure the members of the press and the people in the back of the room find it impossible to hear.

Mr. SHEA. May I correct my statement, sir? I indicated that we had spent approximately $71,000 in 1961 and we anticipated we would need the additional $9,000 for 1962. We withdrew the $9,000 at the House hearings, but the amount of money which would be available would be still approximately $71,000 during 1962 fiscal year.

Senator BYRD. So your request stands for $71,000?

Mr. SHEA. Yes, sir.

Senator BYRD. Did you use all of the moneys requested for burials last year?

Mr. SHEA. No, sir; we did not.

Senator BYRD. How much did you use for burials last year?

Mr. SHEA. Approximately $71,000.

Senator BYRD. Was that not what you were appropriated last year? Were you not appropriated that much last year?

Mr. SHEA. May I have Mr. Galvin explain this, sir? He works directly with this.

Senator BYRD. Yes.

Mr. GALVIN. I understand the appropriation last year was approximately $144,000. We used, of that amount, approximately $71,000. The resulting saving were $44,000 at first. It was put in with permission of the budget officer into the savings anticipated to be used for the ADC program, the public assistance program.

Senator BYRD. Would you say that again? I was distracted by the conversation in another part of the room.

Mr. GALVIN. Under the budget there was an appropriation of approximately $144,000. We estimated in February of the year that a savings of approximately $44,000 would be realized from this appropriation, based on the burials at that date. This estimate of $44,000 was then put in with other moneys so that the supplemental appropriation requested last year was not as much as would otherwise be needed. This transfer was made with the budget officer's permission.

Later in the year, at the end of the year——

Senator BYRD. At that point, that left you $100,000?

Mr. GALVIN. That left us $100,000. We did not spend the balance of it. We spent approximately $71,000.

Senator BYRD. What did you do with the $29,000?

Mr. GALVIN. I imagine this part of it would have been put in with the deficiency part of the appropriation to make up for anything that was left over. Mr. Shea can answer that.

TRANSFER TO PUBLIC ASSISTANCE GRANTS

Mr. SHEA. This was a portion of the money which we requested the Budget Office to authorize us to transfer into public assistance grants so that we would not have to cut the grants during 1961.

CONTINGENCY ITEM

Mr. GALVIN. If I may interject one more point, I believe that this $144,000, also there was a reserve of $25,000 as a contingent item in this that was not to be used unless it was absolutely necessary. This contingent item, of course, was wiped out. So when the estimate was made in February, it brought it down to approximately $75,000: $144,000 originally, $44,000 that was declared surplus and could be used for another program, $25,000 that was a contingency item, left $75,000. Of this, at the end of the fiscal year, we had used approximately $71,000, leaving $4,000 as the overestimate.

1962 REQUEST

Senator BYRD. How much have you requested in the 1962 budget, again?

Mr. GALVIN. Approximately $71,000.

Mr. SHEA. $71,000, approximately.

Mr. GALVIN. We can furnish these exact figures for the record.

Senator BYRD. Do you have a Children's Center burial fund?

Mr. SHEA. No, sir; we do not.

Senator BYRD. You do not have a burial fund identified as the Children's Center burial fund?

Mr. SHEA. No, sir, do we?

BURIAL TRUST FOR CHILDREN

Mr. PUNTCH. The only way I would know of any fund that we have identified as a burial fund, we keep in miscellaneous trust some reserve that some relative of the people, primarily for the mentally retarded children out there who have some small estate. We keep all that in a trust for some of the people. That might be known as the burial trust for children.

Senator BYRD. Do you have any money in a burial fund that you have not revealed to the committee?

Mr. GALVIN. This is not a surplus that Mr. Puntch is discussing. There are burial funds reserved specifically for this particular ward. We also had a fund in Public Assistance that was reserved specifically for one particular burial of one particular person. This we cannot consider as a surplus. This money is in trust until the people die. Then it will be offset against the funeral expenses of these various children. There were approximately 15 accounts at Children's Center which are now under my control. We had two at Public Assist-

ance. Both of those were wiped out in the last month because we were able to convert them into District of Columbia revenue. The two people had died, one in 1959 and one in 1961.

In addition, at Children's Center, they have a plot there that they do bury wards of the District Training School that are diseased and have no other method of burial.

CONTRACTS FOR BURIALS

Senator BYRD. You say that the contracts you have been able to get for burials have been very favorable to the District. You also state that the Resource and Collections Section of the Public Assistance Division has vigorously pursued any other source which can be applied to the burial of the individual.

Is there anything, Mr. Shea, that the committee has not been told about the burial moneys?

Mr. SHEA. I do not know of anything else, sir. I have been having Mr. Puntch check exactly what sources of funds the Children's Center uses for individuals who do not have estates. There are individuals out there who have estates which might be applied to their burial. There are individuals for whom families provide the burial because they prefer to have the child buried in their own family plot. There are others who have no resource except the resource the Department provides for the burial ceremony as well as the actual burial site.

Mr. Puntch will find out exactly which designated funds the field administrative officer assigns to the clothing and the appropriate casket for the Children's Center child who is a ward.

Incidentally, these are all retarded children who are buried in the cemetery at the Children's Center.

(The information referred to follows:)

CHILDREN'S CENTER BURIAL FUND

Funds appropriated for "Children's Center, other objects" including various contractual supplies and materials were allocated for the purpose of burying children who have no estates and no family, relatives, or friends who claim the bodies. Caskets are purchased through a local undertaker at Laurel, Md., and the staff at Children's Center perform the necessary services.

Senator BYRD. I am very interested in this burial fund item, so I would suggest that you look at it closely, and if there is anything you can find there by way of surplus, we would like to know about it.

Mr. SHEA. That is the burial fund at the Children's Center or any place else?

Senator BYRD. Any place else, any place.

How much are you requesting this year in the 1962 budget?

Mr. SHEA. Approximately $71,000.

Senator BYRD. Are you going to need $71,000, in view of the fact that you have stated that you are getting better contracts and so on?

Mr. SHEA. We do not know what the contract of next year is going to be. It may not be as favorable as the one we presently have.

Senator BYRD. What are you requesting for next year? You already have the figures, do you not?

Mr. SHEA. The amount of money is identical.

I am sorry, Mr. Galvin corrects me, that the $71,000 is for 1962. It is 1963 you are asking for?

Senator BYRD. Yes.

Mr. SHEA. It is approximately a 5-percent increase, so it will be approximately $75,000 in the 1963 budget. The 1962 budget is identical. The 1963 budget reflects a 5-percent increase.

Senator BYRD. All right, so much for burial funds.

PUBLIC WELFARE CATEGORIES

Now, what are the five categories?

Mr. SHEA. Of public assistance?

Senator BYRD. In the Public Welfare Department? I am talking about your Public Welfare Department. You have administration, public assistance, child welfare?

Mr. SHEA. District of Columbia welfare institutions and the Children's Center.

TRANSFER AUTHORITY

Senator BYRD. What is your extent of transfer authority between these activities?

Mr. SHEA. Well, basically—we have no authority to transfer funds within activities ourselves, except with the permission of the budget officer.

Senator BYRD. Would you say that again?

Mr. SHEA. We do not have the authority within the Department to transfer funds between activities, except with the permission of the budget officer.

REORGANIZATION PLAN

Senator BYRD. Is there presently any plan to reorganize your Department?

Mr. SHEA. There is a plan to reorgnize the headquarters of our Department by adding positions that will help strengthen the field of management and strengthen the administrative service field, together with a position of employee relations officer in the Personnel Section of our office and in the assignment of additional clerical personnel to these various sections.

Senator BYRD. When do you propose to effectuate this plan?

Mr. SHEA. Actually within the immediate future, assuming we can get the proper people to fill these positions.

Senator BYRD. Suppose you state for the committee the reorganization plan?

Mr. SHEA. Basically, the top echelon remains the same—the Director, the Deputy Director.

The program consultant, Mr. Gray, will have one program assistant—Mr. Gray will also have a management office assigned to his section. So there will be two additional positions augmenting the program aspect of the Department.

The administrative officer will have a comptroller type of position rather than a deputy administrative officer. There will be an additional budget analyst and some clerical people in that area, and there will be an additional, what might be referred to as assistant personnel officer, called employee relations officer, and appropriate clerical people identified with that office.

Senator BYRD. When was this plan devised?

Mr. SHEA. This plan has been in the process of being devised for approximately 7 or 8 months or longer, and this has been done cooperatively with the representatives of the Budget Office.

Senator BYRD. Have you told either committee of the Congress about this reorganization plan?

Mr. SHEA. No, sir.

REORGANIZATION COST

Senator BYRD. What is the additional cost involved in the reorganization plan?

Mr. SHEA. Actually, the cost is not going to be increased, because the money will come basically from the National Training School for Boys, which is the Federal institution with which we have a contract.

Senator BYRD. How much are we talking about when we speak of funds?

Mr. SHEA. Approximately—three figures are in my mind and I will have to doublecheck this. It is $40,737.

Senator BYRD. What is the increased complement of personnel involved?

Mr. SHEA. There is a total of nine positions. We have taken three positions that are presently within the Department—namely, the manager of surplus food, the medical consultant for the Department, both of whom are on the payroll, and the clerical position identified as the medical consultant and physically transfer the positions, the money, and the persons to our office. This is to give an additional leg support to the administrative services officer.

TOTAL ADMINISTRATIVE OFFICE PERSONNEL

Senator BYRD. How many do you have in the Administrative Office now?

Mr. SHEA. Total number of people?

Senator BYRD. Yes.

Mr. SHEA. There are 39 positions in the Administrative Office, including all clerical people.

Senator BYRD. How many would you ultimately have once the reorganization plan was implemented?

Mr. SHEA. Assuming the 1962 budget prevails, which would add 2 more positions, we would add 10 more positions to that number, so there would be 51.

Senator BYRD. Thirty-nine and ten make fifty-one?

Mr. SHEA. Assuming the additional positions, 39 plus 2 in the 1962 budget.

Senator BYRD. You asked for four, for an increase in four positions over your 1962 base. Over a 1962 base of 39, you asked for an increase of 4. How do you reconcile these figures?

Mr. SHEA. The Administrative Office figures contain the position of the landlord-tenant consultant. This is carried under "Administration" in the budgeting setup. There is one additional clerical position added to our office, which is a file clerk. Then that would bring it from 39, and adding the 4 would be 43 and adding the 10 would be 53.

Senator BYRD. Have the Commissioners approved this reorganization plan?

Mr. SHEA. The Budget Office may have to answer that. I presented it to the Budget Office.

Senator BYRD. Mr. Herman, what do you have to say about this?

DISCUSSION WITH HOUSE APPROPRIATIONS COMMITTEE STAFF

Mr. HERMAN. The Commissioners have delegated the Budget Office authority to approve this type of plan. We have discussed this reorganization plan with the staff of the House Appropriations Committee and they had no objection to this plan.

Senator BYRD. You discussed this with the staff?

Mr. HERMAN. Of the House Appropriations Committee.

Senator BYRD. And the staff had no objection?

Mr. HERMAN. Yes, sir.

Senator BYRD. And that gives you authority to make this reorganization?

Mr. HERMAN. We have always assumed the House has a different attitude than this committee. This committee has always considered that we had flexibility within our appropriation. But the House has always required we clear our authorizations changes with them. If there is an exceptional change in authorization, we do clear it with this committee.

Senator BYRD. Has the House Appropriations Committee authorized you to clear your reorganization plans with the staff of the committee?

Mr. HERMAN. The staff considers it and if they think it is important enough, they take it up with the Appropriations Committee.

Senator BYRD. Would they think this was important enough to take up with the chairman of the Appropriations Committee?

Mr. HERMAN. I do not know, sir.

(Information has been furnished that the reorganization proposal was approved by the chairman of the House committee within a few days after the discussion.)

Senator BYRD. You had better realine your thinking with regard to this committee, Mr. Herman. I think it might be well to realine your thinking with regard to clear matters simply with the staff when they consider reorganization plans of this magnitude.

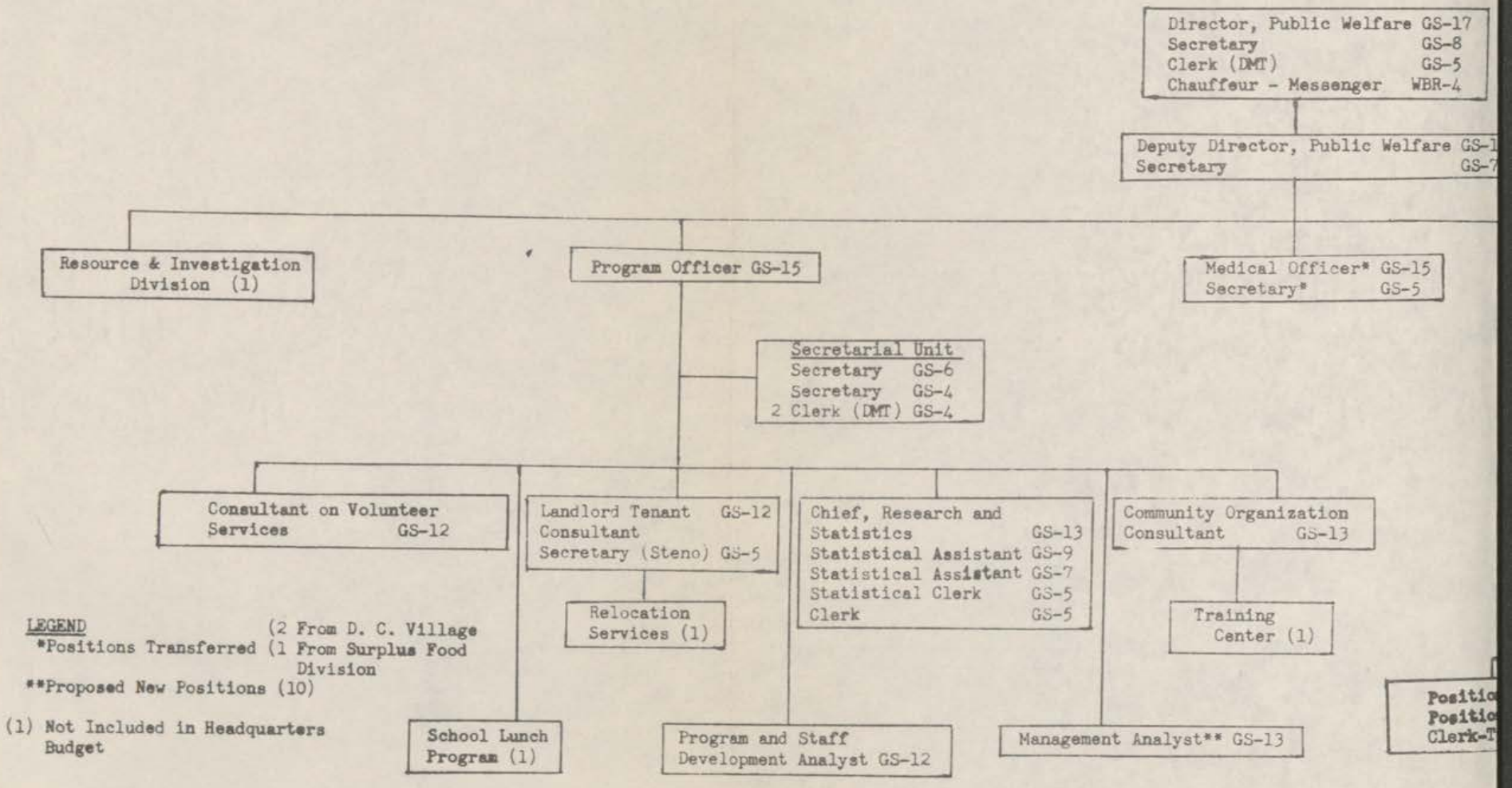
REORGANIZATION CHARTS

Suppose you submit for the record the reorganization charts, and I happen to have them in my possession already. Suppose you submit charts showing the organization of your Administrative Office now and the organization of the Office as it would be if the reorganization plan is carried through.

Mr. SHEA. Yes, sir.

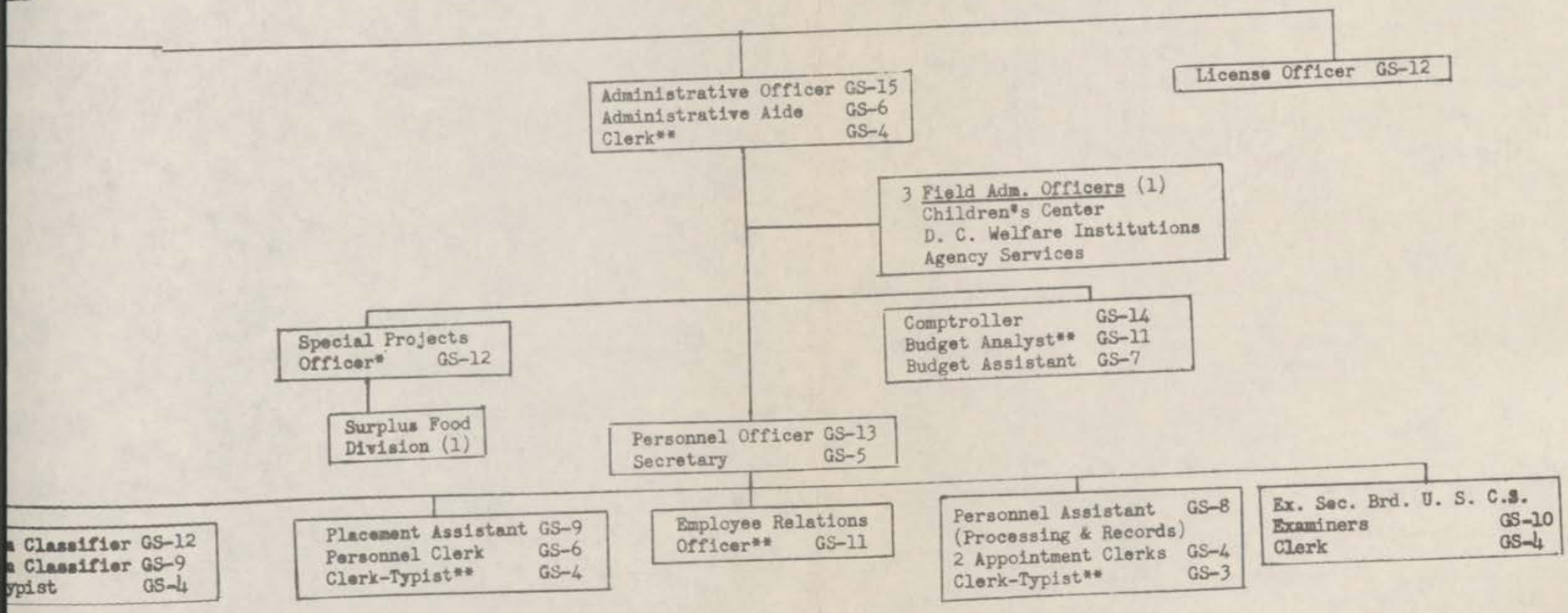
(The information referred to follows:)

DEPARTMENT OF PUBLIC WELFARE, D. C.
HEADQUARTERS STAFF
PROPOSED APRIL 28, 1961



LEGEND
*Positions Transferred (2 From D. C. Village
(1 From Surplus Food Division
**Proposed New Positions (10)

(1) Not Included in Headquarters Budget



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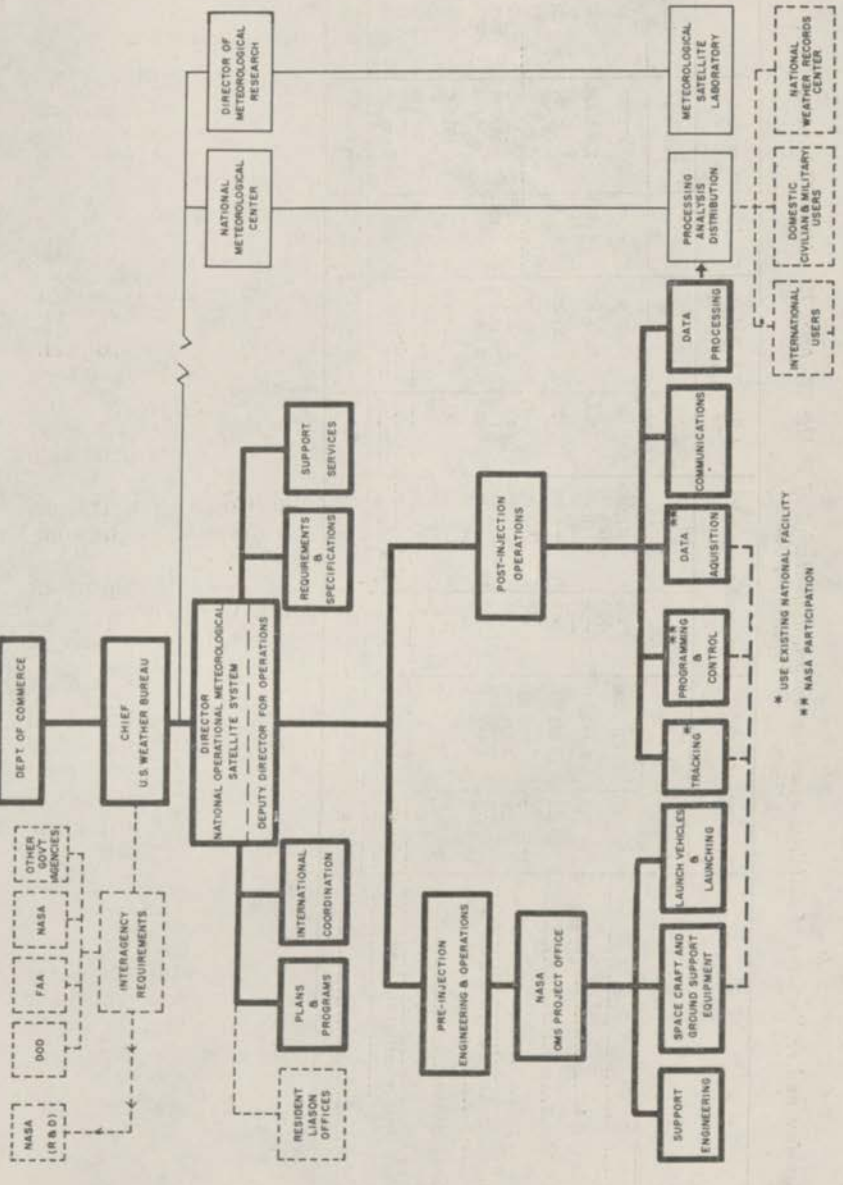
DEPT OF COMMERCE
CHIEF U.S. WEATHER BUREAU
INTERAGENCY REQUIREMENTS
NASA (R&D)
DOD
FAA
NASA
OTHER GOVT AGENCIES
DIRECTOR NATIONAL OPERATIONAL METEOROLOGICAL SATELLITE SYSTEM
DEPUTY DIRECTOR FOR OPERATIONS
NATIONAL METEOROLOGICAL CENTER
DIRECTOR OF METEOROLOGICAL RESEARCH
METEOROLOGICAL SATELLITE LABORATORY
PROCESSING ANALYSIS DISTRIBUTION
NATIONAL WEATHER RECORDS CENTER
DOMESTIC (CIVILIAN & MILITARY) USERS
INTERNATIONAL USERS
RESIDENT LIASON OFFICES
PLANS & PROGRAMS
INTERNATIONAL COORDINATION
REQUIREMENTS & SPECIFICATIONS
SUPPORT SERVICES
PRE-INJECTION ENGINEERING & OPERATIONS
NASA OMS PROJECT OFFICE
POST-INJECTION OPERATIONS
SUPPORT ENGINEERING
SPACE CRAFT AND GROUND SUPPORT EQUIPMENT
LAUNCH VEHICLES & LAUNCHING
TRACKING *
PROGRAMMING & CONTROL **
DATA ACQUISITION **
COMMUNICATIONS
DATA PROCESSING
* USE EXISTING NATIONAL FACILITY
** NASA PARTICIPATION

Proposed transfers and realinement of activities operating budget, Department of Public Welfare, District of Columbia, 1962, and proposed requests for 1963

	1962 estimate		Transfer for reorganization		Adjusted 1962 after reorganization		1963 increases requested		Total 1963	
	Positions	Amount	Positions	Amount	Positions	Amount	Positions	Amount	Positions	Amount
Administration	46	$319,300	−2	−$14,000	80	$497,881	3	$71,373	83	$569,254
			+36	+192,581						
Public Assistance Division	312	8,842,400	−29	−197,400	258	8,576,838	67	1,075,494	325	9,652,332
			−25	−68,162						
Surplus Food Division	25	222,900	−1	−8,436	25	221,369	0	2,067	25	223,436
			+1	+6,905						
Elementary school lunch	7	50,400	−7	−50,400	0	0				
Child Welfare Division	176	3,334,100	−1	−45,929	175	3,288,171	31	776,087	206	4,064,258
District of Columbia welfare institutions	643	3,768,800	−2	−18,930	641	3,749,870	128	503,161	769	4,253,031
Children's Center	893	5,578,100	−1	−36,000	892	5,509,471	100	634,811	992	6,144,282
				−32,629						
Investigations and collections	0	0	+31	+25,000	31	272,400	25	105,132	56	377,532
				+247,400						
Agency services, FAO							39	145,155	39	145,155
District of Columbia welfare institutions, FAO							11	97,445	11	97,445
Children's Center, FAO							10	109,147	10	109,147
Total	2,102	22,116,000	0	0	2,102	22,116,000	414	3,519,872	2,516	25,635,872

Summary of 1961 operating budget and request for 1962, Department of Public Welfare, District of Columbia—3d supplemental

	1961 appropriation		Supplemental school lunch	Supplemental wage board raise	GS raise	Grants	Wage board raise	Transfers	Adjusted 1961 availability	1962 estimate		House bill		Changes requested by Senate		Adjusted request, 1962	
	Number	Amount								Number	Amount	Number	Amount	Number	Amount	Number	Amount
Administration	(39)									(46)		(40)				(40)	
Personal services		$228,641		$100	$17,200		$72		$246,013		$285,469		$254,811				$254,811
Other objects		23,359			900		5	+$2,000	26,264		33,831		28,899				28,899
Total administration		252,000		100	18,100		77	+2,000	272,277		319,300		283,710				283,710
Public Assistance Division	(296)									(312)		(302)		(10)		(292)	
Personal services		791,775			59,700				851,475		930,654		889,679		−$40,975		848,704
Grants		5,996,549				$575,000		+40,000	6,655,549		7,685,549		7,685,549		−569,789		7,165,760
								+44,000									
								−44,000									
Burials		79,550						+61,000	96,550		44,550		35,550				[1] 35,550
Other objects		159,126			3,500				162,626		181,647		167,622		−9,025		158,597
Total, Public Assistance Division		7,027,000			63,200	575,000		+101,000	7,766,200		8,842,400		8,778,400		−560,789		8,208,611
Surplus Food Division	(22)									(25)		(25)				(25)	
Personal services		90,721		500	4,120		435		95,776		108,513		108,513				108,513
Other objects		75,279			280		30		75,589		114,387		101,192				101,192
Total, Surplus Food Division		166,000		500	4,400		465		171,365		222,900		209,705				209,705
Elementary school lunch	(4)									(7)		(7)				(7)	
Personal services		22,026	$16,785		1,650				40,461		40,461		40,461				40,461
Other objects		7,974	1,865		100				9,939		9,939		9,939				9,939
Total, elementary school lunch		30,000	18,650		1,750				50,400		50,400		50,400				50,400

See footnotes at end of table.

Summary of 1961 operating budget and request for 1962, Department of Public Works, District of Columbia—3d supplemental—Continued

	1961 appropriation		Supplemental school lunch	Supplemental wage board raise	GS raise	Grants	Wage board raise	Transfers	Adjusted 1961 availability	1962 estimate		House bill		Changes requested by Senate		Adjusted request, 1962	
	Number	Amount								Number	Amount	Number	Amount	Number	Amount	Number	Amount
Child Welfare Division	(175)									(176)		(175)				(175)	
Personal services		$972,922		$100	$72,650		$72	−$40,000	$1,005,744		$1,037,651		$1,025,712				$1,025,712
National Training School		553,581							553,581		553,581		553,581				553,581
Maternity homes		45,630							45,630		55,630		55,630				55,630
Board and care		1,116,759							1,116,759		1,176,012		1,176,012				1,176,012
Other objects		501,108			4,950		5	+12,000	518,063		511,226		509,121				509,121
Total, Child Welfare Division		3,190,000		100	77,600		77	−28,000	3,239,777		3,334,100		3,320,056				3,320,056
District of Columbia welfare institutions	(577)									(643)		(626)		(4)		(622)	
Personal services		2,406,809		7,500	121,250		12,542		2,548,101		2,831,992		2,754,283		−$21,464		2,732,819
Other objects		878,191		400	8,250		853		887,694		936,808		924,026		−2,536		921,490
Total, District of Columbia welfare institutions		3,285,000		7,900	129,500		13,395		3,435,795		3,768,800		3,678,309		−24,000		3,654,309
Children's Center	(872)									(893)		(880)		(8)		(872)	
Personal services		3,653,011		9,300	205,080		14,000	−75,000	3,806,391		3,983,128		3,907,788		−42,877		3,864,911
Other objects		1,541,989		600	15,370		986		1,558,945		1,594,972		1,588,132		−5,784		1,582,348
Total, Children's Center		5,195,000		9,900	220,450		14,986	−75,000	5,365,336		5,578,100		5,495,920		−48,661		5,447,259
Total, Department of Public Welfare	(1,985)	19,145,000	$18,650	18,500	515,000	[2]$575,000	[1]29,000		20,301,150	(2,102)	22,116,000	(2,055)	21,816,500	(22)	−642,450	(2,033)	21,174,050

[1] Inadvertently a transfer of $36,000 from Children's Center "Personal services" to "Burials" was not reflected in the budget presentation.

[2] Supplemental for 1961 only.

The preceding tables reflect the proposed reorganization under discussion as reflected in the organization charts and also proposed reprograming which results in a realinement of activities and subactivities. The realinement would require no additional positions or funds.

Activities related to resources, investigations, and collections are budgeted in public assistance. To assure more direct control and to utilize in other than public assistance cases, it is proposed to establish a separate activity responsible directly to the Office of the Director. Two of these positions would come from the Office of the Director, the balance from Public Assistance Division.

In 1958 funds were appropriated to public schools with the stipulation that $30,000 would be made available to the Department of Public Welfare on reimbursable basis. A supplemental appropriation for the purpose was made in 1961. This has been reflected under public assistance but it serves other than assistance cases and is controlled and supervised by the Office of the Director. The proposed reprograming reflects this as part of the administration budget.

A pilot project for training mothers receiving assistance through the aid to dependent children program to become self-sustaining was authorized by appropriation to Public Assistance Division in 1961. Although only recipients are eligible, the nature of the project requires cooperation of other Departments and agencies and has such broad implications otherwise that it has been directed by this office under the leadership and supervision of a consultant. The proposal would transfer positions, funds and employees identified with this project from public assistance to administration. This may well be an innovation in successful treatment of ADC mothers with national significance and the Office of the Director feels it will be given broader support if not identified entirely with the ADC program.

The establishment of three field administrative offices makes the budget more accurately reflect operations. For some time now, plant operation and maintenance, procurement, storage and issue, budget, accounting and reporting, property controls, laundry, buildings and grounds, and other similar functions have been concentrated in offices responsible directly to the Office of the Director. These offices serve the operating units and their resources are reflected in the various budgets.

These field offices are strategically located geographically to serve Children's Center, agency services and District of Columbia welfare institutions. Through this method doctors of medicine and other treatment specialists of the financially needy, the aging and of children are relieved of administrative detail. Identification of these items in the field offices will clarify the picture, should simplify cost accounting and provide information for accurate and prompt appraisal of performance.

A dietician, her position and funds were transferred from the Public Assistance Division to the Surplus Food Division. She works closely with the District of Columbia Department of Public Health and the U.S. Department of Agriculture toward proper and economic use of surplus foods. Public assistance recipients are eligible for surplus food and it is possible for the dietician to give advice and counsel in food and home management to low-income groups not receiving money payments but who are eligible for surplus foods. Therefore it appears appropriate to reflect this resource in the budget of the Surplus Food Division.

Also included are two positions from the Public Assistance Division and one from the Child Welfare Division, identified with research and statistics, who are supervised directly from the Office of the Director and therefore should be budgeted there.

The one position from Children's Center was to create a clerk in the personnel office which serves all operating units.

MANAGER OF SURPLUS FOOD DIVISION

Senator BYRD. You made some reference a while ago to the manager of your Surplus Food Division. Would you state again what reference you made?

Mr. SHEA. Among the positions affected by the proposed reorganization would be the transfer of the manager of the surplus food program to the Administrative Office, and he would act as a liaison and leg person for the administrative officer. This would result in promotion from within in terms of this position, within the surplus food program itself.

Senator BYRD. Who is the individual involved?

Mr. SHEA. Mr. Olsavsky.

Senator BYRD. He is presently the manager of the Surplus Food Division?

Mr. SHEA. He has been transferred from the position of manager to this recently established position.

Senator BYRD. Who is the manager?

Mr. SHEA. William McGuire.

Senator BYRD. What position does he hold?

Mr. SHEA. He was assistant.

Senator BYRD. Did you abolish the office of manager in making this transition?

Mr. SHEA. No, sir, the manager, the new manager of the Surplus Food is Mr. McGuire.

Senator BYRD. And you are transferring Olsavsky?

Mr. SHEA. No.

Senator BYRD. Mr. Olsavsky is in your office?

Mr. SHEA. Yes, sir.

Senator BYRD. Then you are already moving toward the implementation of the plan?

Mr. SHEA. Yes, sir.

Senator BYRD. Before you say anything about it to either of the committees of the Congress?

Mr. SHEA. This was checked with the Budget Office and at the meetings to which Mr. Herman refers, I was present and I understood we had permission to proceed. As I recall this meeting, and I may be incorrect, but as I recall the meeting—was Mr. Rabaut there—no, he was not, I am sorry. It was the staff of the House Subcommittee on Appropriations.

Senator BYRD. What is the title for Mr. Olsavsky in your office now?

What his title, Mr. Herman? He has already been transferred there. What kind of work is he doing there?

Mr. SHEA. I will have to check the office records for the title. I do not remember the exact wording, but it is some civil service title that is allotted to this type of position.

Senator BYRD. There is no job there for him yet, because the plan has not been carried into effect?

Mr. SHEA. Yes; he has very specific assignments now.

Senator BYRD. Whose place did he take in your office? Who carried out the assignments before he came to your office?

Mr. SHEA. The deputy administrative officer carried out the assignments to the best of his ability.

Senator BYRD. Why can he not continue to carry them out?

Mr. SHEA. Because the amount of fiscal work and comptroller type of work and attempting to initiate a cost accounting system in all its ramifications is a full-time job for the position that was deputy administrative officer.

Senator BYRD. Why did you not tell the committees of Congress that you need someone for this full-time job?

Mr. SHEA. I thought that the approval that——

Senator BYRD. Of the committee staff?

Mr. SHEA. I know nothing about the mechanics beyond where I handle them. We deal only with the people in the District govern-

ment and we are brought in with any other necessary meetings beyond that particular stage. I have no direct dealings with the members of either committee or the staff of either committee.

Senator BYRD. Mr. Herman, what do you have to say?

Mr. HERMAN. I did not quite hear Mr. Shea.

Mr. SHEA. I said our dealings are only with the officials of the District government and we are brought in with discussions of the committee staffs or members of the committees upon request. We do not deal directly with the staff members of either of the committees unless we are requested to do so. In this case, we accompanied Mr. Herman, and I believe, if I recall correctly, there was another representative of the Budget Office with us on that particular day. I merely supplied the information and the proposal in terms of this reorganization.

RELOCATION SERVICE PROGRAM

Senator BYRD. This is a little bit like the program that you initiated without the approval of the Congress for your relocation service, only this is much bigger.

Mr. SHEA. The same channels, as I recall it, sir, were handled in that fashion. The relocation service was channeled through the District personnel with whom we dealt. We had no request for further discussions on that particular point. We assumed that since we had received the Commissioner's order indicating that we had the program, that we had the authority to have the program. This is why we started the relocation service. The same general principle applied here.

APPROVAL BY COMMISSIONERS

Senator BYRD. Had the Commissioners approved this relocation plan?

Mr. HERMAN. No, sir; they had not. As I said before, our regulations delegate authority to the Budget Office.

Mr. SHEA. I think there is a misunderstanding, the Board of Commissioners did approve the relocation plan.

Mr. HERMAN. I am sorry, I thought—they did approve the relocation plan; yes, sir.

Senator BYRD. Have there been any other transfers, Mr. Shea? You have already transferred the manager of the—the prior manager of the Surplus Food Division into your office. What other actions have already been taken to carry into effect this proposed reorganization plan?

Mr. SHEA. Well, the only other position is about to be filled in this reorganization plan, the management officer. The person has been selected and we presumed we had the authority to recruit this plan, which we have, and according to our plans, this man will report to work next Monday morning.

Senator BYRD. Do you think he will report to work next Monday morning?

Mr. SHEA. This is the way we have proceeded to date. We had recruited him, we had interviewed him, we had been satisfied that this man was the type of individual we would want for the job. We have been strongly urged to get a management person within the department because of the magnitude of the department. We are one of the few large departments in the District now that does not have a man-

agement person per se. It has been pointed out to us repeatedly that we need this type of person to increase the efficiency and improve the efficiency of the department. So we have proceeded on the assumption that we had the approval. We did this recruiting and, as I say, the plan was to have this man report next Monday morning.

Senator BYRD. Now, we have gone through 6 days—this is the sixth day of hearings.

Mr. SHEA. Yes, sir.

Senator BYRD. And during five of those days before this committee, you have been testifying?

Mr. SHEA. Yes, sir.

Senator BYRD. You have testified concerning the need for additional workers in the Public Assistance Branch. Not one thing have you said about this proposed reorganization plan. It is going to cost more money.

Mr. SHEA. Eventually, it will, yes, sir, as the salaries of the positions increase. I had assumed that I had the authority to effect this reorganization as a result of a conference we had several months ago.

Senator BYRD. How many months—you have known about this since April, have you not?

Mr. SHEA. Oh, yes—about the reorganization project. Before April, as a matter of fact.

Senator BYRD. When did you appear before the House committee?

Mr. SHEA. The House Appropriations Committee?

Senator BYRD. The House Appropriations Committee. In May.

Mr. SHEA. May of 1961.

Senator BYRD. Why did you not say something about it then? How can we appropriate if we are going to be kept in the dark?

Mr. SHEA. I do not recall, Senator, exactly when this conference was, whether it was prior to or subsequent to the hearings. I can check my calendar and find out when it was exactly that this meeting was held. Again I say we assumed—at least I assumed as a result of the mechanics that had been gone through with respect to my superiors—I mean my fellow District employees in the budget office and as a result of the conference with the House staff members that we had the authority to proceed. It was on this assumption we did proceed.

Senator SCHOEPPEL. Mr. Chairman, I would like to ask who called this conference. Who initiated it?

Senator BYRD. Senator Schoeppel, you proceed to ask any questions you will. I should have yielded already, but I was so intensely interested.

Senator SCHOEPPEL. That is all right.

CONFERENCE WITH HOUSE COMMITTEE STAFF

Who called this conference with the House committee staff?

Mr. HERMAN. Mr. Shea made his proposal to our office. In minor things, we do not take it up to the staffs, but this was such a major thing, we felt we should inform the House Appropriations Committee about the proposed action and see if they approved or disapproved the proposal. So we arranged for a meeting. We called the meeting and asked the House staff.

Senator SCHOEPPEL. By "we," you mean that you called it?

Mr. HERMAN. Yes, sir.

Senator SCHOEPPEL. I wanted to get in the record exactly who called the meeting. That is all.

Mr. SHEA. The general policy, Senator, of the District is that the Department heads do not have any direct dealings with any members of the staff or Members of Congress, unless we are directed to be some place.

Senator SCHOEPPEL. I understand that.

Mr. SHEA. If we are requested to be someplace here by either the Members of Congress or the staff of the Members of Congress, we notify—at least I notify the Commissioner immediately in charge of welfare, indicating that I have been requested to be someplace at a certain time to discuss a certain topic, if I happen to know what the topic is going to be about.

Senator SCHOEPPEL. Yes; thank you very much.

I would just like to ask a couple more questions, because I recall that you indicated in testifying here yesterday or the day before, about a new study that was to be made, a new evaluation and I think I asked you what it would cost and you said $50,000, approximately $50,000.

PROPOSED INTENSIVE SERVICE UNIT

Mr. SHEA. I think, Senator, that the $50,000 figure was identified with the proposed intensive service unit that would be identified with public assistance. This would be the investigator, social worker, clerical type of undertaking which would hopefully and constructively remove the people from the relief rolls in certain categories.

Senator SCHOEPPEL. It has no relationship then to your proposed reorganization plan which I understand is unfolding here for the first time today.

Mr. SHEA. No. I think I might add, Senator, I believe the reference I made to a survey was in answer to Senator Byrd's question about what were some of the recommendations of the task force. One of the recommendations which they made was that a survey be made by an outside management consultant firm to assure that there was maximum efficiency in the Public Assistance Division. This is one of the things that was included in the 1963 budget.

Senator SCHOEPPEL. I thought we ought to get it into the record here so we would not have any confusion when we go into the matter in executive session.

Thank you, Mr. Chairman.

Senator BYRD. General Clarke, suppose you tell us what you know about this.

General CLARKE. Senator, I can be very brief. In the matter of reorganization, this is the first that I know of it, Senator.

Senator BYRD. Mr. Duncan, what do you know about it?

CLOSE LIAISON WITH CONGRESS

Mr. DUNCAN. Mr. Chairman, this is the first I know of it. I think, however, that this reasonably marks a new innovation in procedure. In my inaugural speech, as some have called it, after my appointment, I said that I thought that close liaison with the Congress would be a necessary thing. So far as I am concerned as one of the Commissioners, I would certainly plan or make plans to that end, and I would

think that this is probably the last occasion on which the Congress might feel uninformed.

Senator BYRD. I think that is a very fine statement, Mr. Duncan, and the committee appreciates your having made it.

BREAKDOWN OF ACTIVITIES

Now, Mr. Shea, I want you to give this committee just as much information as you can give it concerning the various activities—the number of persons involved, and the dollar amounts. If this reorganization plan is effectuated, this committee will want to know what transfers were made in terms of money, what transfers were made in terms of personnel, where those people are being taken from, and something about the requests for new personnel in those agencies from which these persons are being taken. I don't know whether I have made myself clear or not, but the committee wants a better picture of this reorganization plan and just what it involves.

Mr. SHEA. This is being spelled out. We will add these other factors for the submission for the record.

In order to provide improved management and fiscal controls for the Department and to insure maximum efficiency and operation of the Department's program, reorganization of the Central Office positions was recommended and approved by the District of Columbia Budget Office. These were made after a series of management studies in conjunction with the District of Columbia Management and District of Columbia Budget Offices.

(The information referred to follows:)

The reorganization plan provides for the addition of nine positions to the central office staff. The function of these positions is set forth below, together with the proposed method of funding.

Medical Director, GS–14

For a number of years the chief medical officer at District of Columbia Village has been functioning in that capacity and in addition as adviser to the Director on all medical program matters relating to the Department. With the increased workload it has been found that increasingly he has had to spend his time on departmental matters. Therefore, his position and function under this proposal will relieve him of responsibility for the District of Columbia Village operation. It will permit the Department to intensify its liaison and coordination with the District of Columbia Department of Public Health and permit him to devote more time to the improvement of our program of medical screening and certification for unemployed public assistance recipients.

Secretary, GS–4

The secretarial position for the Medical Director under the proposal would also be transferred to the central office.

Property and supply specialist, GS–11

This is a new position in the central office to provide for the coordination of our field activities relating particularly to warehousing, property controls, maintenance programs, laundry, and grounds operations. This would also provide continuous liaison with the Department of Buildings and Grounds in regard to all capital outlay and permanent improvements. This position would be established by the transfer of a position from surplus food, together with the funds required to finance it.

The cost of the above three positions is approximately $26,000. The positions would be financed by funds transferred with the positions from District of Columbia Village and the Surplus Food Division.

Personnel

Employee relations officer, GS–11.—This position is to provide for assistance to the personnel officer in regard to employee relationship programs, merit promotion programs and particularly in regard to personnel actions relating to unsatisfactory performance of personnel.

Placement clerk, GS–4 and processing clerk, GS–3.—These positions are to be utilized to intensify our recruiting and placement program. The Department is making every effort to attract and place qualified personnel in accordance with civil service requirements.

Budget and fiscal assistant, GS–11, and fiscal clerk, GS–4

These positions are provided to assist in the development of departmental accounting systems and procedures, to improve budgetary management reflecting currently the financial status of the Department, and to assist and maintain internal standards for cost accounting and cost control, thus providing programing reports to enable responsible officials to evaluate work that is done in direct relationship to costs involved.

Management analyst, GS–13

The management analyst position is to review, analyze, and evaluate the Department's management functions, to measure performance in accordance with developed standards of criteria, to develop reporting systems and regular reporting procedures, and to conduct regular studies on a continuing basis directed toward the improvement of internal management within the Department. The position will also act as direct liaison with the District of Columbia Management Office.

It is estimated that the cost for fiscal 1962 of the above positions is $40,737. Positions will be financed through the transfer of this amount from the National Training School program in the child welfare activity. These funds represent a surplus available as a result of the projected continuance of the downward level of training school care for District of Columbia wards.

NATIONAL TRAINING SCHOOL FOR BOYS

Senator BYRD. What did you mean a little while ago when you said the money will be taken from the National Training School?

Mr. SHEA. The National Training School for Boys is the Federal institution with which the District of Columbia has a contract. The admissions to the National Training School are by direct commitment by the judge of the juvenile court, technically to the Attorney General but actually the individual physically goes to the National Training School for Boys immediately after commitment. The rate of commitment is determined by the judge of the juvenile court. The rate of board or the daily per capita cost is determined by the Bureau of Prisons. We are paying in our budget the full cost of care for the individuals of the National Training School.

In 1961 the budget there was, as I recall it, $550,000 for the purchase of care for District residents, physically at the National Training School for Boys, or in any other Federal facilities with which—rather, under the control of the Bureau of Prisons, so that theoretically or actually a child might go to the National Training School, let us say today, and because of some administrative reason or adjustment or failure to adjust within the National Training School, there may be that same individual transferred, let us say, to Ashland, Ky., or some other Federal facility.

The number of commitments of boys to the National Training School is an unpredictable factor. We don't know whether the judge is going to commit 25 or 75 boys in the course of a year. The popu-

lation, as I recall it, at the National Training School for Boys, now physically at the National Training School, is approximately 130. I would have to check that exact figure but it is approximately that.

DAILY AVERAGE POPULATION OF TRAINING SCHOOL

There are something like 70 or 60 other individuals who are among the other several Federal facilities for which we are paying right now. The daily average population, for example, in June 1961, at the National Training School was 135. For example, in the month of June there were 10 admissions to the National Training School. In the month of May there were 15 admissions. In the month of June, a year ago, 1960, there were 17 admissions.

So the point is that there are individuals for whom we are paying in the Federal system on a contractual basis.

TRANSFER FROM TRAINING SCHOOL FUNDS

Senator BYRD. How much were you going to transfer from moneys for use by the National Training School?

Mr. PUNTCH. Approximately $39,000.

Senator BYRD. How were you going to spend this $39,000?

Mr. SHEA. This was identified with the reorganization of the headquarters office.

Senator BYRD. I know it was identified with the reorganization, but how were you going to spend it?

How many positions would this have filled?

Mr. SHEA. We feel——

Mr. PUNTCH. We had a little difficulty with accounts, but it would have paid for the positions being created in the Office of the Director.

Senator BYRD. How many positions?

Mr. PUNTCH. If I may, with a little indulgence, I think I can tell you.

Senator BYRD. We will take our time. We have taken 5 days, in ferreting out this little bit of information. We will take our time. We are in no hurry. Not in that much hurry at least.

FUNDING OF NEW POSITIONS

Mr. PUNTCH. Sir, we asked for more than they allowed us when we went to the committee. I am afraid to tell you exactly which ones because some of them were knocked out and I want to be sure that we haven't activated them. There are only seven new ones.

Senator BYRD. Seven new jobs. Would the necessary moneys for the seven new jobs be supplied by this transfer from the National Training School for Boys?

Mr. PUNTCH. Yes, sir.

Senator BYRD. You won't need to transfer any money from anywhere else?

Mr. PUNTCH. No, sir.

Senator BYRD. How many employees are you going to take out of Public Assistance, Mr. Shea?

Mr. SHEA. For this reorganization?

Senator BYRD. Yes.

Mr. PUNTCH. For this reorganization, sir, there would be six.

Senator BYRD. Six out of Public Assistance.

Mr. PUNTCH. Yes, sir. Four clerks from the field administrative office, two social workers.

Senator BYRD. How many have you requested for Public Assistance this year? In this budget?

Mr. SHEA. In the 1962 budget there were six positions requested.

Senator BYRD. You asked for six?

Mr. SHEA. Six social worker positions in the 1962 budget.

Senator BYRD. And your plan is to take six out of the Public Assistance and put them over in your office?

Mr. SHEA. Yes, sir. Four of which would be clerical and two of which would be social workers.

Senator BYRD. Why do you come to the Congress requesting six new positions for Public Assistance? You say nothing about the necessity for these new positions in your office and you intend to fill them by transferring them from Public Assistance. You haven't even told the Commissioners about this. The Commissioners don't even know about it.

Mr. SHEA. Actually, I think, as I tried to indicate, we had dealings only with the Budget Office and whatever additional steps are taken, are taken we presume by the Budget Office with the Commissioners or whatever else is necessary beyond that. We do not deal in matters of this nature or any other nature directly with the Commissioners except, since it involves money, except through the Budget Office.

Senator BYRD. Well, I have read these hearings. I have read 1,135 pages. I didn't read the testimony given by the outside witnesses because we took our own testimony.

Mr. SHEA. If I may try to answer this question, Senator, that you raised——

Senator BYRD. I read this memorandum time and time again. I have gone through this justification report for your Department. I am surprised that in all of this volume of material I haven't found one thing that would lead me to this reorganization plan that you have in mind. The Commissioners didn't know anything about it. Only the staff of the House committee.

Mr. SHEA. Yes, sir.

Senator BYRD. I am going to take it up with the members of this subcommittee. They are acting in equal capacity here. And they share an equal responsibility with me. When we go to the Senate, I want some justification for the reorganization plans. I don't want my colleagues to say, "Well, Senator Byrd, by what authority do you approve of such a reorganization plan?"

I understood you to say seven positions, didn't I?

Mr. PUNTCH. Six.

Senator BYRD. Six. I thought you said seven.

Mr. PUNTCH. I am sorry. I did.

Senator BYRD. You did.

Mr. PUNTCH. There were only six that were new, and three to be transferred.

Senator BYRD. Now, you spoke of taking six persons out of Public Assistance?

Mr. SHEA. Yes, sir.

Senator BYRD. How much money is involved there?

UNFUNDED POSITIONS IN PUBLIC ASSISTANCE

Mr. SHEA. These positions are unfunded positions, have been unfunded positions. There are a certain number of positions each year which are authorized in the Department for which there is not money provided regularly. So on an average, as I recall it, there are about 19 unfunded positions in Public Assistance. They are authorized but for which there are no funds.

Senator BYRD. Well, how does that explain your taking the positions from Public Assistance and putting them over in your office? There are going to have to be some appropriations made from year to year to pay them.

Mr. SHEA. Well, the money to pay for these positions——

Senator BYRD. And you are asking for additional positions in Public Assistance at the same time.

Mr. SHEA. Money for these positions that were transferred from Public Assistance would be provided for from the National Training School moneys.

Senator BYRD. You are going to use National Training School moneys to pay for the six positions that are coming from Public Assistance.

Mr. SHEA. Yes, sir. This was the plan that was suggested and was approved by the Budget Office.

Senator BYRD. Now, how many additional positions are going to be added to your office under this reorganization plan? We have been talking about six positions here.

Mr. SHEA. Nine positions.

Mr. PUNTCH. A total of nine.

Mr. SHEA. Six from the Public Assistance and the three transfers from the positions mentioned before—medical officer, manager of surplus food, and the secretary of the medical officer. Plus the six positions from Public Assistance.

Senator BYRD. Well, you are planning to fill those positions that are being vacated.

Mr. SHEA. No, sir. We are transferring the people, the positions, and the money.

Senator BYRD. Well, you still are going to have a manager of your surplus food division.

Mr. SHEA. Yes, sir.

Senator BYRD. You are not eliminating a position there while adding one here.

Mr. SHEA. We are promoting the Assistant Manager of Surplus Food to the position of Manager.

Mr. PUNTCH. Eliminating one position.

Senator BYRD. You are not eliminating a position. You have already filled his position. You have promoted the assistant to the position of Manager, haven't you?

Mr. SHEA. Yes, sir.

Senator BYRD. All right. You still have a position to fill there and you transfer a man over to your office.

Mr. SHEA. Yes, sir.

Senator BYRD. Where is your money coming from to pay him?

Mr. SHEA. The Manager of Surplus Food——

Senator BYRD. No. You are creating a new position in your office. I don't know whether you have given it a title yet, but you are creating a new position for Mr. Olsavsky.

Mr. SHEA. The money identified with his position in the surplus food program, together with the position of the Manager, is one portion of this reorganization plan.

Senator BYRD. Well, then, you created a need for additional money over in the other agency, the Public Assistance area. You have a need for money over there to pay your Manager who took Olsavsky's place, haven't you?

Mr. SHEA. The money that will be used to pay for Mr. Olsavsky's replacement will come from the available personnel money in Surplus Food.

Mr. PUNTCH. And we are abolishing a position in Surplus Food.

Senator BYRD. What is the position being abolished?

Mr. PUNTCH. That position being abolished will be now called Supervisor of Field Distribution.

Senator BYRD. Why are you abolishing his position?

Mr. PUNTCH. Well, we think we have that organization working now so that actually the man is going to become Assistant Manager and continue doing the supervisory job he is doing now.

In other words, he is going to assume responsibility that is now divided into two jobs.

TRANSFER OF FUNDS AND POSITIONS

Senator BYRD. All right. Do you intend to transfer any moneys or positions from any other branch?

Mr. SHEA. Yes, sir. There is another discussion with the chairman of the Subcommittee on Appropriations for the House of Representatives, and his staff member—I mean and his staff—we were given permission to take positions from the Public Assistance Division and to identify them with the new ADC training project.

Senator BYRD. Let us make sure you have my question clearly. We are speaking now of the chairman of the House Appropriations Committee?

Mr. SHEA. Yes, sir.

Senator BYRD. Are you indicating that he knew about this reorganization plan?

Mr. SHEA. No, sir. This is not the reorganization plan.

Senator BYRD. Now, I am talking about the reorganization plan. Under the reorganization plan would you be transferring any additional moneys from some other branch?

Mr. SHEA. Yes, sir. The medical officer who has been the medical consultant for the total Department, together with his secretary, both of whom have been physically at District of Columbia Village which is our home for the aged, and who have been paid for by District of Columbia Village funds. The person, the position, and the money in each of the two instances have been transferred from District of Columbia Village to the headquarters staff.

Senator BYRD. And that position would not be filled at District of Columbia Village.

Mr. SHEA. This position will be filled at the District of Columbia Village. Again it is a promotion from within.

MEDICAL SUPERVISOR

The medical director from District of Columbia Village will be filled by another medical officer and there will be a replacement for that man who has been promoted at District of Columbia Village. In other words, we will end up with three full-time physicians at District of Columbia Village as we presently have, and the medical consultant will be transferred from District of Columbia Village to headquarters. He would provide the overall medical supervision for the Department.

Senator BYRD. So the upshot of it all is that you are creating a new position in your office?

Mr. SHEA. Yes, sir.

Senator BYRD. By transferring the medical officer from District of Columbia Village.

Mr. SHEA. Yes, sir.

Senator BYRD. And what will be the cost of this new position that is being created in your office?

Mr. SHEA. This man is a GS–15 which is approximately $13,500. I don't know the exact salary but it is GS–15, about $13,500.

Senator BYRD. What is his name?

Mr. SHEA. Dr. Jack Kleh.

Senator BYRD. How much is he presently being paid?

Mr. SHEA. I don't know exactly. I am almost certain he is a GS–15 now, but I am not exactly certain.

Senator BYRD. Is he full-time?

Mr. SHEA. Yes, sir, he is.

Senator BYRD. Does he have any medical practice downtown?

Mr. SHEA. Yes, sir. He does.

Senator BYRD. And how could he be full time with your agency if he has a practice downtown?

Mr. SHEA. He actually is providing a consultant service for the department. He has a practice downtown. He works in the evening. He works on weekends. He has the liaison with the schools of medicine, with the medical advisory committee, so that he does not work the hours we all are theoretically working, let us say, from 8:15 to 4:45, but the amount of time which he puts in in these various assignments——

Senator BYRD. We are working beyond those hours you speak of theoretically, and I assume he would be, too, if he were attending to his duties.

Mr. SHEA. Yes, sir, but actually if you were to go to District of Columbia Village right now, you may or may not find him there. If you were to go tomorrow, he may be there from 12 to 4. He may be there from 11 o'clock this morning to 5 o'clock tonight. He not only is physically at District of Columbia Village, but he is in consultation with the Director of Medicine at the Children's Center, Dr. Economos. He is dealing with the Georgetown School of Medicine with respect to the extern program at the Children's Center. He is dealing with the Director of Medicine at District of Columbia General with respect to the program at District of Columbia Village. He is working with the appropriate medical school people as well as members of the Public Welfare Advisory Council, as well as the staff of the Health Department, developing the best possible medical program for the total Department.

COUNCIL ON AGING

He is also, incidentally, a liaison person with the District of Columbia Health Department. He also has been elected and, of course, this is now defunct, but he was the Chairman of the District of Columbia Council on the Aging, and this was again a part of his responsibilities. This, of course is no longer in existence. At least it is not in the 1962 budget.

What he is going to do with respect to the council on aging or what is going to be done in the District at the moment is not clear. Efforts are being made because the Commissioners felt that the Commission on the Aging should not continue, that efforts should be made to try to develop resources from a foundation, possibly for 1 or 2 years, which would demonstrate the need for a Council on the Aging in the District of Columbia.

This again is some of the things he has been doing. I know he has had conferences with the appropriate people in various foundations in trying to get available money. He works very closely with the Public Assistance Division as related to the ATD program. He also is working on improving our medical examination process for PAD recipients.

You will recall we mentioned there was a screening by the Health Department people. Again, this is a specific assignment he has in trying to make sure that the medical examinations are adequate, are appropriate in terms of what we might do with our merical information, and he is greatly concerned, and I know this is one of his real concerns, that the right people get on public assistance and that the persons who might be removed from public assistance from a medical point of view are removed at the earliest possible date.

He is very much concerned about what he calls the dependency continuing due to inadequate or incorrect medical information.

Senator BYRD. He is going to continue those activities once he gets in your office?

Mr. SHEA. Yes, he will expand them, we hope.

MEDICAL PROGRAM IN DEPARTMENT

We have, Senator, as I am sure you know, a very widespread type medical program in our Department. Our program ranges all the way from young children at Junior Village to older people at District of Columbia Village, from young people among the retarded children at the District Training School to the geriatric type of patient at the District Training School. So not only—he is going to work to make sure there is the best possible medical program providing all areas of responsibility.

I know also with respect to the Child Welfare Division he has been concerned for some time that the type of contractual arrangements we have with three doctors. Now he feels do not provide continuing adequate medical care. His impression is that we should have a position of medical supervisor in the Child Welfare Division since there are so many different types of children, different ages. There are so many different medical relationships that there should be more cohesiveness rather than having this compartmentalized division arrangement.

The men are to be with us a considerable time, men that come in for X number of hours a week for a relatively insignificant amount of money. This does not provide the continuity. This is in essence what he has been doing and which we hope he will continue to improve.

DISTRICT OF COLUMBIA VILLAGE FUNDS

Senator BYRD. Where do you propose to get the money for this position once he is in your office?

Mr. SHEA. This is the money he brings from District of Columbia Village which he presently is receiving.

Senator BYRD. You requested more money for District of Columbia Village this year, didn't you? You requested more moneys for positions at District of Columbia Village this year, in the 1962 budget?

Mr. SHEA. Yes.

At the District of Columbia Village we requested $71,427.

Senator BYRD. How many positions?

Mr. SHEA. There was one GS–11 dentist, one WBR 13 mechanic, 6 laundry workers, WBR 2 and/or WBR 3 and this was for 6-months only. In other words there is a total of eight positions requested. The reason the laundry positions were requested only for a 6-month period in 1962 is that there is new——

Senator BYRD. But you haven't requested anything for Dr. Kleh's replacement.

Mr. SHEA. No, sir; we have not.

Senator BYRD. How do you explain that?

DOCTORS POSITION AT VILLAGE PAID FROM FEDERAL FUNDS

Mr. SHEA. The recent amendments to the Social Security Act provided the District of Columbia and all the States of the Union additional old-age assistance matching money. The District of Columbia took advantage of that additional Federal money because the intention of the additional Federal money was to improve the services in the old-age assistance programs wherever they might be, whether they be on old-age assistance or in institutional programs, or in nursing home programs. The amount of money to pay for the replacement of Dr. Kleh's position is a portion of this new Federal money.

Senator BYRD. So this position in District of Columbia Village will go unfilled? You are transferring him over to your office. You are not asking in your budget request for moneys to replace him there.

Mr. SHEA. No, sir. The money that would pay for Dr. Kleh's replacement at District of Columbia Village would come from the Federal matching money earned as a result of this new old-age assistance program, so there would be no need for requesting additional local money for the——

Senator BYRD. Don't you need anyone at District of Columbia Village to continue the functions of Dr. Kleh?

Mr. SHEA. Yes, sir; there will be internal promotions, so he will be replaced by a man who has been on the staff. This person will become the medical director and the man who has been moved up——

Senator BYRD. How much will be his successor's increase in salary over what he presently gets?

Mr. SHEA. He will go from a GS–12 which he has been, as all medical officers have been there, to a GS–14. About——

Senator BYRD. But somewhere down the line there is a vacancy created by this transfer.

Mr. SHEA. Yes, sir, and this vacancy will be filled because everybody will be moving up the line and the salaries——

Senator BYRD. Who is going to move into the slot at the bottom of the totem pole?

Mr. SHEA. A new man.

Senator BYRD. Have you requested in your budget money for this new man?

Mr. SHEA. No, sir, because it is not necessary. We have this additional Federal money from this old-age assistance program.

Senator BYRD. That will pay for Dr. Kleh when he gets over in your office?

Mr. SHEA. No sir. This will pay for the man at the bottom of the list when he gets over in the medical office at District of Columbia——

Senator BYRD. Where will you get your money to pay Dr. Kleh?

Mr. SHEA. The money will come from District of Columbia Village. The money has been at District of Columbia Village, when he is transferred to this office.

SURPLUS DISTRICT OF COLUMBIA VILLAGE FUNDS

Senator BYRD. Do you have any surplus in District of Columbia Village that you haven't told the committee about?

Mr. SHEA. Not to my knowledge. I don't know the exact amount of money left over from the 1961 budget yet because of the——

Senator BYRD. Suppose we take a look, Mr. Shea. We are appropriating now, and this is to be the last day of the hearings. Let us see if there is any surplus there that has not been accounted for.

Mr. SHEA. At District of Columbia Village?

Senator BYRD. District of Columbia Village or any other place.

Mr. SHEA. I am not sure I quite understand the question. Surplus that might be taken out of the 1962 budget?

Senator BYRD. Would the reporter kindly read back over the last question or two.

(A portion of the record was read by the reporter.)

Senator BYRD. Is it clear to you now?

Mr. SHEA. Yes.

Senator BYRD. How many jobs do you propose to take from your Department of Public Welfare, administrative section, in carrying out your reorganization plan?

Mr. SHEA. Take from our administrative office?

Senator BYRD. Yes.

Mr. SHEA. None.

Senator BYRD. All right. How much will you take from Children's Center, personal services?

SOURCE OF FUNDS FOR NEW POSITIONS

Mr. SHEA. To my recollection there is none, sir. The source of money is the National Training School, as I recall the reorganization proposal.

Senator BYRD. That is going to be the source of all the money that is involved?

Mr. SHEA. Except as the people and the money and the positions come over from surplus food and District of Columbia Village. The three positions I mentioned, the manager, the doctor, and the secretary.

TOTAL ADDITIONAL POSITIONS UNDER REORGANIZATION PLAN

Senator BYRD. Does this plan only involve the addition of nine persons? You have spoken of six persons and three.

Mr. SHEA. Yes, sir.

Senator BYRD. Is that the total increase in personnel involved in this reorganization plan?

Mr. SHEA. As far as I can recall the exact figures, sir.

Senator BYRD. And what is the total amount of money involved?

Mr. SHEA. It is $40,737 in the transfer, plus approximately $14,515 for the doctor, approximately $4,415 for the stenographer, and the manager at surplus food was a GS–11, which is about $8,435.

Senator BYRD. Senator Schoeppel, if you have any questions at any point, don't hesitate to ask them.

NATIONAL TRAINING CENTER SURPLUS

Let me ask this one question. Is there a surplus now at the National Training Center for Boys?

Mr. SHEA. Yes, sir, there is.

Senator BYRD. How much is it?

Mr. SHEA. Well, of course, this is the beginning——

Mr. PUNTCH. Approximately $110,000 this year.

Mr. SHEA. Approximately $110,000 this year. This is before the transfer?

Mr. PUNTCH. Yes, sir.

Senator BYRD. You are talking about 1961?

Mr. PUNTCH. Appropriated $533,000, of which approximately $443,000 is obligated.

Senator BYRD. So you would have a surplus of $110,000?

Mr. PUNTCH. Yes, sir.

Mr. SHEA. And it was from this that the money was proposed to be transferred.

Senator BYRD. The $40,000?

Mr. SHEA. The $40,000; yes, sir.

Senator BYRD. What about the remaining $70,000?

Mr. SHEA. This again, sir, is related to the unpredictable factor of commitments. Two things will enter into it. The rate which is determined by the Federal Bureau of the Budget or the Bureau of Prisons as far as we are concerned.

The rate is 763 or whatever it is, actually, and then the other factor which is unpredictable is the commitment rate in the National Training School for Boys from the juvenile courts. I think—and this is pure speculation—if there were to be additional judges in the juvenile courts, I think the commitments might go up.

Senator BYRD. What kind of a surplus did you have last year, 1960?

Mr. PUNTCH. I couldn't answer that, sir.

Mr. SHEA. 1960?

Senator BYRD. We have just spoken about 1961.

Mr. SHEA. We will have to supply that for the record as to whether there was any surplus at the National Training School for 1960.

Senator BYRD. Why can't you supply that now? You know, when these things are supplied for the record we don't get to question any further.

Mr. PUNTCH. Perhaps I can, I am not sure.

Senator BYRD. It is all right when you supply it for the record in the House because we get to take a look at it. But when you supply it for the record here we don't get to ask any questions.

Senator Schoeppel, do you have any questions while we are getting this information?

Senator SCHOEPPEL. Yes. While we are getting this information, I would like to offer for the record a table I have compiled which gives a comparison of costs.

In the three categories, "Aid to dependent children," "Aid to totally disabled," and "General public assistance." It is self-explanatory as to the total caseload of District of Columbia average costs, average cost in 11 selected cities, and also national averages. I would like to have this offered and placed in the record.

Senator BYRD. Senator Schoeppel, I saw this table yesterday that you prepared.

Senator SCHOEPPEL. I don't think we have got it in the record, have we?

Senator BYRD. No. But I was going to say it might be worthwhile for you to explain it. Will you kindly do that?

Senator SCHOEPPEL. I am going to ask some questions.

Senator BYRD. All right. This will be included in the record.

(The information referred to follows:)

Advance release of statistics, June 1961—Department of Health, Education, and Welfare

(Tables on pp. 866 and 867 of House hearings)

	Total cases, 1961	District of Columbia average cost 1961	Average cost 11 select cities, 1961	Difference	Total cases times differences	Year
Aid to dependent children	5,031	$151.48	$144.21	$7.27	$35,675.37	$428,100
Aid to totally disabled	2,789	73.48	71.02	2.46	7,260.94	87,132
General public assistance	1,471	74.54	[1] 73.54	1.00	1,471.00	17,652

Comparison of District of Columbia and average of 5 adjoining areas (Alexandria, Arlington, Fairfax, Prince Georges, Montgomery)

	Total cases	District of Columbia average	Adjoining areas, 1961	Difference	Total cases times difference	Year
Aid to dependent children	5,031	$151.48	$130.60	$20.88	$105,047.28	$1,360,564
Aid to totally disabled	2,789	73.48	72.61	.87	2,416.43	28,992
General public assistance	1,471	74.54	62.65	11.89	17,490.19	209,880

National average per case June 1961

	Total cases	District of Columbia average	National average	Difference	Total cases times difference	Year
Aid to dependent children	5,031	$151.48	$116.68	$34.80	$175,078.00	$2,100,936
Aid to totally disabled	2,789	73.48	68.19	5.29	14,753.81	177,048
General assistance	1,576	74.54	65.13	8.41	13,254.16	159,048

[1] New York, Buffalo, Chicago excluded in computation; rates completely out of line with other cities.

COMPARISON OF AVERAGE PAYMENTS UNDER ADC PROGRAM

Senator SCHOEPPEL. Now, Mr. Shea, with reference to the District of Columbia per family payment of $151.48, the average for the 11 selected cities which you inserted in the House hearings was $144.21, with the average in the adjoining area to the District of Columbia $130.60 and a national average of $116.68.

What I would like to have you explain is why the District is so far out of line.

Mr. SHEA. Well, I don't know the details of the composition of the budget in these other areas. Generally speaking we would include rent, food, clothing and incidentals. We have to presume that the budget computations are based on those four factors in each one of the areas. The District of Columbia budget standard is at 100 percent, based on April 1957 prices. This may affect the amounts of money on an average that the case received. I think also that the persons in the other areas referred to might have more potential resources than would the recipients of public assistance in the District of Columbia, and this would affect the average which the cases would receive.

So, in other words, if the District of Columbia people have virtually no resources, and the people in the contiguous areas had more resources, the average grant would be reduced.

Senator SCHOEPPEL. Now, I would like to ask you this.

MONTGOMERY COUNTY, MD., RATE

Now, compare the District of Columbia with Montgomery County, for instance—$151.48 as against $115.26. Could you tell us what conditions exist in that county that make it possible to keep the rate $36 per family under the District of Columbia, because that is an adjacent area here.

Mr. SHEA. Yes, sir. But I think the regulations, the factors that enter into the computation of the budget in Montgomery County, and I don't know the details of what they put into their budget, might be somewhat different from what we have in the District of Columbia. The number of people, of course, on relief in Montgomery County is relatively small compared to what the number of people is on relief in the District of Columbia.

SIZE OF FAMILY

Another factor, too, sir, is the size of the family. I don't know what the average size family on public assistance is in Montgomery County, but I would presume it may be somewhat less than what it is in the District of Columbia. It is the size of the family that cumulatively builds up the amount of grants which the individual family receives.

Senator SCHOEPPEL. Don't you think that you ought to look into that as a general way of comparison when you find that yours is higher than the surrounding areas around?

Mr. SHEA. Yes, sir.

Senator SCHOEPPEL. There is always a movement from those areas, then, into the District and an inordinate load falls upon the District to take care of these because it is a higher figure.

Mr. SHEA. Yes, sir.

Our studies which we have made rather regularly with respect to people coming into the District have indicated, for the purpose of getting relief, that most persons on relief are here beyond 5 years and in our studies there has not been any indication that there has been any——

Senator SCHOEPPEL. These figures here are "Aid to dependent children" now.

Mr. SHEA. Yes, sir. All categories. The fact is that the studies that we have made, and we made one in 1952, we made one in 1958, and we made a very brief one in 1960, have indicated that the places from which the people come, depending upon the information we have, are Virginia and South Carolina and North Carolina and Maryland, usually in that order.

FEDERAL CONTRIBUTION UNDER ADC PROGRAM

Senator SCHOEPPEL. Now, under your aid to dependent children, how much does the Federal Government contribute for every dollar paid from the District?

Mr. SHEA. Approximately 60 cents of each dollar is Federal and 40 cents local.

FEDERAL PAYMENT UNDER AID TO TOTALLY DISABLED

Senator SCHOEPPEL. And what about the aid to the totally disabled? For every $1 paid the District, how much does the Government pay?

Mr. SHEA. Approximately 55 cents out of every dollar would be Federal. The balance would be local.

Senator SCHOEPPEL. I see. Now, going to the "aid to the totally disabled," with the District payments at $73.48 and the average for the 11 select cities at $71.02 and $72.61, for the adjoining counties and the national average being $68.19, what is the reason why the District of Columbia leads the parade in this category?

What are the particular circumstances?

Mr. SHEA. The category of public assistance—well, let me say first that the District of Columbia makes every effort, and I am sure all other States do the same, to transfer as many people from the GPA to aid to the disabled more to get the Federal money. Everybody does that, I believe. I think that the number of persons who are physically disadvantaged and therefore permanently disabled is greater in the District than it is in some of the contiguous areas. I think possibly, and I am not sure of the details of these States or other cities, some of the budget standards that we apply to aid to the disabled are higher in the District of Columbia because you recall the Commissioners in 1957 upped the budget standard to 100 percent across the board.

Senator SCHOEPPEL. Why are the rates higher?

Mr. SHEA. Mr. Puntch, would you comment on that?

STATE RATES AFFECTED BY RURAL SECTIONS

Mr. PUNTCH. It occurs to me that these State rates, where they have some rural sections in the State where the rents would be probably less than the District is, the District is all city which may make a difference.

Senator SCHOEPPEL. We took 11 select cities on this from the tables inserted in the House hearings by Mr. Shea.

Mr. PUNTCH. I see.

Mr. SHEA. I think basically it is the standards of assistance that are higher in the District of Columbia than they may well be in some of these other cities. I cannot absolutely say that is a fact because I don't know the details of their budget standard.

Senator SCHOEPPEL. When you speak of the average being $73.48, there must be some drawing less and there must be some, of course, actually drawing more.

Mr. SHEA. Yes, sir.

Senator SCHOEPPEL. Now, what is the minimum and what is the maximum? In other words, I think you have already got in the record how much is allowed for rent.

Mr. SHEA. The maximum is $76 for rent for the largest family. Are we talking about aid to the disabled?

Senator SCHOEPPEL. I am talking first about the minimum pay to the disabled. What is the maximum?

Mr. SHEA. The minimum would be $5.

Senator SCHOEPPEL. What is the maximum?

Mr. SHEA. The maximum is $83.

AVERAGE UNDER GPA PROGRAM

Senator SCHOEPPEL. Now I want to go to general public assistance with two questions here, two observations. Here the District again pays $74.54. The average for nine of the select cities is $73.54. The average for five of the adjoining areas is $62.65. And the national average is $65.13. And again the District of Columbia, of course, is higher. It leads the parade. Do you have any specific reason for that?

Mr. SHEA. I think, sir, again it is the possible budget standard. Again I think it is related to the fact that there is a possibility that individuals in the contiguous areas referred to might have resources which the person on general public assistance in the District does not which would reduce the average elsewhere than the District of Columbia.

Senator SCHOEPPEL. The other day you testified, Mr. Shea, that the higher salaried families were moving to the suburbs and the lower salaried families are moving to the District. I think I am quoting in general what you said there.

Mr. SHEA. Yes.

Senator SCHOEPPEL. I am just wondering with these averages being on a higher scale than the surrounding areas and the adjoining States—higher than the national average, aren't we encouraging migration to the District by handing out benefits that exceed these averages around?

Mr. SHEA. I think that there is no question about it, sir, that there are people who come to the District of Columbia from other areas. I do think, however, that there are many other reasons why people come to the District of Columbia which are not related to public welfare.

The fact is that in many instances the school system is better than from whence they have come. It is quite apparent, at least it appears apparent to us, that the health services are considerably better. There

is no doubt about it that a certain number of people who come for this particular reason or for these particular reasons will eventually find their way on public assistance.

I think that the fact we have a year's residence certainly is a barrier to people coming to the District for relief and at least they are not going to get it for a year as far as we can possibly eliminate this attempt at getting it improperly. I just don't think that the living on relief is such a program that a person can afford many luxuries in the District of Columbia. I think also that it would not be proper to say that there are—there are some people possibly who have it in the back of their minds that the situation here with respect to relief is better than where they might have been. This is a very difficult thing to ascertain, but I am sure it is there. But basically since we have this barrier of 1 year, and since there are so many other services that are available that are an improvement, they may well come to get them rather than to get public assistance.

Our studies have indicated that a large percentage of the people have been born in the District who are presently on relief, and a large percentage have been here for 5 years or more and are now on relief.

Senator SCHOEPPEL. Since we have the subject before this committee, members of the committee, the subcommittee, more so than the full committee have had these matters discussed with them. Any number of people have discussed with me the thought that by the District being higher in some of these categories over the national average and over as against the surrounding areas, that it does provide an opportunity for a general flow psychologically because of the anticipated additional amounts. Human nature being what it is, they have a right probably to assume that is correct. Hence this line of questioning.

One final statement I want to make here. It may not be exactly apropos, but I think it has a relationship.

UNEMPLOYMENT COMPENSATION SCHEDULE

Yesterday, I inserted in the record the District of Columbia unemployment compensation schedule which shows that a person who has been earning $500 per quarter or more can only draw the maximum amount of $30 a week. Just stop and think of that. If his earning power had been lower, for instance, to qualify him for only $22 a week, he could receive $3 per week for dependent children but would not receive any more if he had a dozen dependents.

Now, he can only draw this up to a maximum of 26 weeks.

It seems to me the contrast is, however, that the maximum amount any person can draw from unemployment compensation is $30 a week which would be the equivalent of $130 monthly, while amounts several times this amount are allowed to persons under the ADC program. Now, I know that different conditions might generally follow. But that is pretty hard to explain. People who are unemployed and who are in a limited capacity and a limited area as to what they can draw, legitimate employment situations, you can understand why there is so much inquiry and let us say pressure on trying to find out why this load is increasing the way it has.

What should be done about it? And what the Congress responsibility is in meeting it and trying to see if something might be worked out.

REORGANIZATION PLAN

Finally, Mr. Chairman, on this matter of reorganization, I don't know why it wasn't mentioned. I have the feeling that if a reorganization can be worked out that will result in more efficiency of operation, where no additional funds are required, or would be needed, then the Department should be permitted to proceed. But if a reorganization is contemplated which will result in an increased expenditure then the committee should be consulted. Certainly there ought to be disclosures.

Basically, I think we ought to encourage reorganization that makes for more efficiency and economy, but when it looks like it is going to be an entirely new setup with increased costs, the committee has a right to know and a duty to act.

I don't know what this thing will finally develop into. As I said the other day on this study, if we spend several thousand dollars on a study, constructive study that would lead to some definite basis for readjusting this picture in its proper perspective, I would be willing to go along. But the way this thing is going, it has got me wondering.

Mr. SHEA. I think, sir, as I tried to indicate, from the Department's point of view the channels were realized as we understood they were to be realized. The purpose of the proposed reorganization is to do just what you suggested, Senator, to try to provide us with accurate, current information with respect to each one of our operations so that they would be more effective and more efficient. I think it has been said that one of the basic needs we have to provide for within the Department, which I believe is either the fourth or fifth largest department in the District government now, that we need to be sure we have had introduced into all phases anything that is constructive and would provide for a better operation, and this is, for example, what the management person would do.

ADEQUATE COST ACCOUNTING

We also want to be sure that we have adequate and current cost accounting. We want to know how much it takes to maintain an individual here or there or any other place within the Department. The number of activities in terms of not only public assistance but in terms of a rather massive other program, because we do have 11 other divisions of the Department which require manpower to make sure we get the most for our money, and that we can be informed as to every conceivable operation or factor of the operation, as possible.

I think the fact that the number of personnel in the Department has increased because of the expanded facilities and programs illustrates the need for at least one additional person to help a personnel officer who has a tremendous burden from an operating point of view and from an administrative point of view. These are the areas other than the clerical that we are adding to the office as a result of reorganization.

DISTRICT OF COLUMBIA TEACHERS COLLEGE

Senator SCHOEPPEL. Now, one other matter here. Mr. Chairman, there is one other item in the budget which may have been discussed when I was not here, namely, the appropriations for the District of Columbia Teachers College. I think an increase has been asked in the

amount of $27,800 over the 1961 budget. The House committee allowed $15,100 of this increase.

Now, Mr. Chairman, in the last few days I learned that the actual expenditures for fiscal year 1961 of District of Columbia Teachers College were approximately $96,000 less than the approved budget. Therefore, I am suggesting that the budget for fiscal year 1962 for the District of Columbia Teachers College be held at the 1961 level of $1,437,100.

I thought that I would prepare a statement covering my study on this one item and ask that it be inserted in the record. I might before we finally close.

I think that is all I have at this time. If you will excuse me.

Senator BYRD. Certainly.

(The statement referred to appears on p. 340.)

REORGANIZATION PLAN

Senator BYRD. I wish to say that I am thoroughly in accord with the statement made by my distinguished colleage, Senator Schoeppel. If this can be justified, and I am speaking of the proposed reorganization plan, if it can be justified, that is one thing, and I share with him his feeling that wherever we can move toward perfection, we should do so, and if we can improve the efficiency of the Department by some plan of reorganization, I certainly do not want to imply that there is any disapproval on my part. We are all struggling toward better efficiency and improved results, not only in your Department but each of us should have that as his goal in whatever direction our responsibilities lie.

I do not want any connotation of condemnation to remain in the record if it is there, condemnation of an effort to improve the efficiency, but I think that if it can be justified on that basis, then there is no reason to keep the members of the congressional Appropriations Committees uninformed. This plan has been devised, and you and Mr. Herman have known about it and it was about to escape the attention of this committee even at this late date.

So while I support you, Mr. Shea, in your every effort to improve the efficiency of your Department, I maintain that if these programs, reorganization plans and so forth can be justified, then there is no reason that you need to keep the committees of the Congress in the dark. I should think you would want our support in carrying them out and if they can be justified, you will have our support.

Mr. SHEA. From my point of view there was no intent to keep anybody in the dark. I think we thought we had permission and we proceeded. That is all I can say.

Senator BYRD. I don't intend to cast any reflection on the staff of the House and I want the record to be clear on that point. And only in an emergency situation would I feel constrained to authorize you to move forward without having the matter at the time brought to the attention of the committee. It would be in a minor matter, but as Mr. Herman has so well termed it, this is a major matter. This is not a minor matter. It should be brought to the attention of the committees, and certainly to the attention of the Commissioners.

HEADQUARTERS STAFF

Now, before we leave this reorganization plan, how many persons do you presently have on your headquarters staff?

Mr. SHEA. Thirty-nine authorized positions.

Senator BYRD. Are they all filled?

Mr. SHEA. There are about two or three vacancies as of the 16th of August. On the 16th of August there were two vacancies according to the vacancy report of August 16.

NEW POSITIONS UNDER REORGANIZATION PLAN

Senator BYRD. How many new positions would you have under the reorganization plan?

Mr. SHEA. New positions, excluding those that are being transferred would be six.

Senator BYRD. New positions, six.

Mr. SHEA. Six.

TRANSFERRED POSITIONS

Senator BYRD. You would have how many positions being transferred when your plan is carried to its ultimate conclusion? How many positions would be transferred?

Mr. SHEA. Three transferred. The medical officer, the manager, and the clerical.

We have this chart, Senator. The management analyst is one. The special projects officer, that is the title of the former manager of suplus food——

Senator BYRD. That is a transfer.

Mr. SHEA. Transfer, yes.

Senator BYRD. Let us look for a moment at the new positions. The management analyst——

Mr. SHEA. The management analyst.

Senator BYRD. Let us begin at the left, and move over, beginning with the administrative assistant, GS–6.

Mr. SHEA. That was not allowed.

Senator BYRD. All right; that is out.

Mr. SHEA. Yes, sir; coming over to management analysts, that is one.

Senator BYRD. OK.

Mr. SHEA. The special projects officer——

Senator BYRD. What about your position classifier, GS–7?

Mr. SHEA. Disapproved. The special projects officer was a transfer. The clerk-typist, GS–4 under personnel placement is No. 2. The employee relations officer, GS–11, is No. 3. The budget analyst, GS–11——

Senator BYRD. That is No. 4.

Mr. SHEA. The clerk-typist, GS–3 is 5.

Senator BYRD. Clerk-typist is GS–3, that is No. 5.

Mr. SHEA. And one clerk under the administrative officer, GS–4, is No. 6.

Senator BYRD. So you are dropping the clerk, GS–5.

Mr. SHEA. The administrative assistant, GS–6 was dropped. The position classified GS–7 was dropped.

Senator BYRD. Wait just a minute. Let us go back over to the right. I have those that are dropped that far. Now, what about the GS–4, fiscal clerk in your comptroller's office?

Mr. SHEA. That was dropped.

Senator BYRD. What about the GS–5 clerk at the lower righthand corner?

Mr. SHEA. That was dropped.

Senator BYRD. All right; that makes 6.

And now when you say they are not allowed or disapproved, what do you mean?

Who disapproved the proposal?

Mr. SHEA. The Budget Office.

Senator BYRD. What do you mean when you say not allowed or disapproved?

Mr. SHEA. The staff of the Budget Office when this was discussed with them did not allow these positions.

CHILDREN IN INSTITUTIONS

Senator BYRD. Now, the statement is made on page 62 of the House hearings that more children are in institutions and that this reflects increasing evidence of abandonment of responsibilities by parents and other relatives. Are any of these children being placed in homes in Virginia and Maryland?

FOSTER CARE PROGRAM

Mr. SHEA. Yes, sir. We have a rather extensive foster care program and a large percentage of the children who are in foster care are placed in both Maryland and Virginia.

Senator BYRD. What is the average cost per month?

Mr. SHEA. If you were to add all of the factors that contribute to the total maintenance of the child, which would be board and care, which is $53 a month, the tuition is paid for the child in the county, depending upon the tuition determined by the local board of education, clothing on an average of $6 a month per child, and a figure of what we refer to as administrative cost for casework services, if you were to add those together, it would be about $71 a month, but the actual amount of money which the foster parents receive for the child is $53 per month per child.

Senator BYRD. Could they be maintained in homes in the District at a lower cost?

Mr. SHEA. No, sir. Every effort is made to secure foster homes in the District for the easy administrative control, cutting down on transportation, and as a matter of fact, the Department several years ago had children as far away as 150 miles down in Virginia but because of per diem and the tie-up of the vehicle and the considerable amount of casework involved, we have drawn back in trying to get foster homes no more than 50 miles from the District, and ideally, of course, we should have them all in the District of Columbia.

INCREASED NURSING CARE

Senator BYRD. Mr. Shea, how did the House react to your proposal to increase by $39,000 the payments made to nursing homes?

Mr. SHEA. The House allowed $39,000 for the increased nursing care.

Senator BYRD. Have you had difficulty in locating nursing homes here in the District of Columbia?

Mr. SHEA. Yes, sir; I think that this is not only a local problem but it is a national problem. The present rate for nursing home grants is $110 a month, and among the nursing home patients there are a great many differences of physical limitations, so that in order to get a reasonable home that is safe and sound and has some program mindedness, a rate beyond $110, we feel is necessary.

Senator BYRD. Do you think this is a propitious time to propose such a liberalized program as you have envisioned?

Mr. SHEA. Yes, sir. In the light of the difficulty we have in getting homes and also in the light of what it costs to maintain a patient in our own District of Columbia Village which, of course, has the aged people, the monthly per capita cost in District of Columbia Village is $228.38, so it is more efficient and actually provides a great deal more opportunity for individualization because they are smaller.

MOTHERS UNDER 18 DRAWING ADC GRANTS

Senator BYRD. How many mothers under 18 years of age are drawing ADC grants?

Mr. SHEA. As I recall it, it is 10.

Senator BYRD. What is the age of the youngest mother in this category?

Mr. SHEA. I don't have that, sir, but may we check that and supply it for the record?

Senator BYRD. Yes.

(The information referred to appears on p. 776.)

Senator BYRD. Do you have any mothers under 18 years of age with more than one child?

Mr. SHEA. We will have to check the record for that, sir. There may well be.

Senator BYRD. Do you have any mothers drawing ADC grants who are children of mothers who were under the ADC program?

Mr. SHEA. Oh, yes, sir.

Senator BYRD. What was your daily average population in Junior Village in 1960, Mr. Shea?

POPULATION OF JUNIOR VILLAGE

Mr. SHEA. Daily average population of Junior Village for 1960 was 423.

Senator BYRD. What was it in 1959?

Mr. SHEA. Three hundred and forty-nine.

Senator BYRD. And what do you estimate it to be this year?

Mr. SHEA. The actual for 1961 was 489.

Senator BYRD. 481?

Mr. SHEA. 489. The average for 1961 is 489.

Senator BYRD. And for 1960?

Mr. SHEA. 423.

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Senator BYRD. And for 1959?

Mr. SHEA. 349.

Senator BYRD. To what do you attribute this continuing high increase from year to year?

Mr. SHEA. Well, of course, again it is the characteristics of the population in the District of Columbia. The basic reasons for admission to Junior Village have changed, very little—Junior Village was established 13 years ago this past July. The reasons are child destitute of suitable home, inadequate parents, hospitalization, incarceration, and alcoholism.

Senator BYRD. What do you estimate the population to be in 1962?

Mr. SHEA. 540, daily average population.

Senator BYRD. 540.

Mr. SHEA. Yes, sir.

Senator BYRD. Are most of the families being helped by the relocation service on public assistance?

Mr. SHEA. No, sir.

PERCENTAGE OF ADC CHILDREN ILLEGITIMATE

Senator BYRD. What percentage of your ADC children are illegitimate?

Mr. SHEA. We estimate it at 38 percent.

Senator BYRD. And how many children are on the rolls in your ADC category?

Mr. SHEA. As of June 1961, 19,482.

Senator BYRD. And what percent are illegitimate?

Mr. SHEA. Approximately 38 percent.

OVERCROWDING AT JUNIOR VILLAGE

Senator BYRD. On page 851 of the House hearings you speak of the 58 new positions needed for Junior Village and you say that in this request you are attempting to meet the critical situation of overcrowding. How do you meet the critical situation of overcrowding by adding 58 new positions?

Mr. SHEA. In the existing cottages at Junior Village, which cottages for the most part were built somewhere between 1907 and 1912, the design capacity was 25. It was at this time that the industrial home schools for colored children was actually using this facility. The daily average population among those existing cottages that were designed for 25 has varied somewhere between 49 and as high as 74 to 75. So what this staff would do would be to provide better counseling or nursing assistant coverage for the increased populations in the original buildings. If a person is on duty with—if a single person is on duty with 25 children, there is very little that that person can do by way of adequate supervision of the child. If there is 1 person on duty for approximately 12 children, we can at least feel somewhat more comfortable that the child is getting adequate supervision, medical care, and being able to participate in the program to the maximum ability. Many of these children, Senator, as you know, come to us with such traumatic experiences that it is very difficult to get them to respond to anything. So you have to do something to get them to even want to talk to somebody on the grounds, which is quite a problem sometimes.

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FREE LUNCH PROGRAM

Senator BYRD. Mr. Herman, are free lunches provided for children whose parents receive public assistance from the District of Columbia Department of Public Welfare?

Mr. HERMAN. Yes, they are, Mr. Chariman.

Senator BYRD. In the elementary schools?

Mr. HERMAN. In the elementary schools and also in the secondary schools.

Senator BYRD. Now when did this policy go into effect?

Mr. SHEA. 1958, I believe.

Mr. HERMAN. 1958, I believe, Mr. Chairman.

COST PER MEAL OF LUNCHES

Senator BYRD. Do you know the approximate cost of free school lunches for such children?

Mr. SHEA. It is about 27 cents a meal, as I recall it, per child.

Mr. HERMAN. I don't know how many are on the rolls, do you, Mr. Shea?

Mr. SHEA. Schools would be able to provide the accurate information but they are something in excess of 5,000, I believe on the rolls now.

CHILDREN'S CENTER WORK PROGRAM

Senator BYRD. Why do you have the item of $6,000 in the Children's Center work training program?

Mr. SHEA. This was a request for the giving of a stipend of approximately $3 a month to approximately 175 children if they were on the work program.

LAUNDRY SERVICE

Senator BYRD. You spoke of the laundry service at some of the District of Columbia welfare institutions a moment ago. Why do you need an increase of six persons for laundry service?

Mr. SHEA. The type of patients—the laundry at District of Columbia Village provides a laundry service for all the District of Columbia welfare institutions in town. Approximately 38,000 pounds of laundry a week is processed at the District of Columbia Village. The type of patients at District of Columbia Village, unlike the type of patient that was initially in the institution when it was rebuilt in 1954, is more and more a bed patient and more and more an incontinent patient, and also the population at Junior Village has increased and this takes care of the additional population in Junior Village. The population at Junior Village also, as I think our testimony has indicated, is younger and, therefore, they require more laundry in order to keep the children reasonably clean.

Senator BYRD. This gentleman was going to supply me with some information a moment ago.

NATIONAL TRAINING SCHOOL FUND BALANCE

Mr. SHEA. The balance in 1960 fiscal year in the National Training School was $75,228; $40,000 of this was the amount, approximately $40,000 was the amount transferred for the reorganization and the balance—and the additional $36,000 of this amount of money was

transferred during that year to public assistance; $36,000 was transferred during 1960 from the $75,000 for grants.

Senator BYRD. $36,000 of the $75,000 was transferred. What was done with the $39,000?

Mr. SHEA. As far as we know, and as far as Mr. Puntch is able to recall, this amount of money was returned to surplus.

SUPPLEMENTAL BUDGET ITEM

Senator BYRD. I understand that there is a supplemental item coming down to us in the amount of $174,000 for the Department of Public Welfare. Mr. Shea, could you explain or justify this request?

Mr. HERMAN. Mr. Shea, that is the training program.

Mr. SHEA. The 1961 amendments to the Social Security Act included a suggestion by HEW that the States activate an aid to dependent children for unemployed parents. On May 10, 1961, we submitted to the Commissioners an estimate of approximately $1,400,000 to activate this program in the District of Columbia. The Commissioners did not act on that suggestion, and subsequent to that we made a proposal that the District activate a combination of aid to dependent children with work for relief. This was also not decided appropriate for the District of Columbia, mostly because of the financial situation of the District of Columbia in its overall needs.

TRAINING FOR WORK PROGRAM

The proposal was made that we try to develop a training-for-work program to help the individuals in the community who are registered at the U.S. Employment Service, who are having great difficulty finding work because of their lack of education and their lack of skills. Our portion of the amount of the money was $174,000.

In order to support the training effort which would be actually conducted by the public schools, and to assure that the program has some real success, the Board of Commissioners approved this idea and as the welfare portion of it, there would be an extension of the general public assistance program to aid the persons who were selected for training or who were actually in training with the thought that these individuals would be so trained through the Board of Education's specially devised curriculum that they would be able to get jobs in the community and remove themselves from the unemployed situation where they presently are.

TOTAL UNEMPLOYED IN THE DISTRICT OF COLUMBIA

Mr. Hetzel at the U.S. employment office says there are approximately 20,000 unemployed people in the District of Columbia. Now we would only get involved in the situations as far as general public assistance is concerned, general public assistance for training purposes is the identification they are using, first to avoid rent evictions, to avoid utility cutoffs, and to pay the carfare to enable the unemployed person to participate in training, and that we would also supervise the individuals after they get on the job for a reasonable period of time to assure everybody that they continue to stay on the job and eventually, of course, we would move out of the situation.

This is a considerable reduction in terms of what was envisioned by way of an extension for the program. The Commissioners felt that eventually approximately 1,200 people this fiscal year would be processed through this training center. This is a deliberate effort to try to move people who have had great difficulty into the employment market and to make them self-sustaining and to avoid any inclination to become public welfare responsibilities.

There is another portion to it which is the Board of Education's budget, which I do not have here, but our request is related to an executive direction person or person in our office who would spearhead this program and give it the direction, supervise it, and social workers and clerks for this emergency GPA program as it is called, and counselors or followups to assure their continuance in work.

This I think is a program that can have real merit in terms of the long haul. It is not going to be really too expensive in the light of 1,200 people, and it is going to move people from the point of not being able to get jobs, however, willing they might be to get jobs, because of their lack of training and lack of motivation, and these are the two factors that the Board of Education will get involved in.

They will be training for the realities of existing jobs in the community, which information would be provided to them through the U.S. employment office or would be especially designed curriculum and one very important factor is that we would hope that through a citizenwide interest—lay people—that there would be an opening up of job opportunities on a nondiscriminatory basis and that there would be some preference or priority given to these people who were then exposed to the training and have taken that initiative. Therefore, they should be given the opportunity to get into the employment market on a permanent basis without any evidence of discrimination.

BREAKDOWN OF SUPPLEMENTAL REQUEST (S. DOC. 45)

Senator BYRD. Can you give us a breakdown of the $174,000?

Mr. SHEA. Yes, sir; $100,000 would be for grants and the balance would be for staff. Now the staff would consist of an honorarium to the executive direction person who would be the lay person in the community who would get, as I understand the person, $53 a day.

Senator BYRD. $6.31 an hour, is that right?

Mr. SHEA. Yes. This figure was provided by the Budget Office. There would be a GS–14 staff supervisor who would be identified without a department, and he would have a secretary. There would be one GS–9 supervisor, five GS–5 social workers and two GS–4 clerks handling this emergency GPA. There would be two GS–7's and one GS–9 counselors on the followup basis. This is a total requested positions of 13 for the total program.

Now this does not include anybody in the school system. This is only our program.

Senator BYRD. Can't you absorb these 13 positions somehow or at least a portion of them within the present complement?

Mr. SHEA. If this program was attempted to be activated through the GPA, rather the PAD existing staff, it would add considerably to existing caseloads of the present workers and therefore reduce their efficiency and the possibility of being more effective.

Senator BYRD. Why wasn't this presented to the House in the regular budget?

Mr. SHEA. That was in the process of being developed all the way along the line. You see, our first memo directed to the Commissioners is on May 10 and there was real thought as to what the next step should be that would be taken, mostly related to the tremendous amounts of money that would be necessary, and also relating to the fact that as the legislation presently exists, it is a temporary piece of legislation to expire on June 30, 1962.

Now I don't know why it was not presented to the House. I am merely presenting it today because I was told to.

Senator BYRD. I was wondering about the emergency nature of it, why it didn't come up in the original case.

General CLARKE. The Commissioners didn't act on this until after we had made our presentation to the House. As Mr. Shea has said, the debate was pro and con and in our concern about the expenditures, we just didn't make our decision until I suppose early July, I guess it was.

Senator BYRD. Is it of such emergency, Mr. Duncan, or General Clarke, that it can't await action later?

Mr. DUNCAN. Mr. Chairman, I would like to volunteer at least one point of view on that subject. I was on the Board at the time this decision was made and I became extremely interested when I learned that the program under the Federal legislation would amount to a minimum of $1.4 million and conceivably could go up as high as $8 million. That is the District's portion. That being the case, and being cognizant of not only local recognition of present-day costs of welfare, but national as well, across the country, I was anxious to volunteer that some other approach be made which would alleviate the condition. At least my hope has been that we can get down to basic causes for these social ills, and if we can open job opportunities, and this is not the only program directed to that end, this will certainly assist us greatly in reducing costs.

Secondly, for those who are not adequately trained, and conceivably for no reasons of their own, or at least not wholly reasons of their own, then this too, as a second prong, could ultimately reduce our costs, and so the Board asked the Public Welfare Department to look toward some other method of getting a result but not involving the District government in either the $1.4 million or the potential $8 million you see. This, I considered to be a very important plan and one that is definitely in keeping with some other thinking, the sum total of which thinking I hope will help us to resolve some problems which are plaguing us, plaguing everybody, and at the same time reduce some of the costs.

General CLARKE. Mr. Chairman, might I comment on the $100,000 item which the Commissioners considered at some length?

Senator BYRD. Which item is this?

FUND FOR GRANTS

General CLARKE. The $100,000 portion of the $174,000.

Senator BYRD. Yes, indeed.

General CLARKE. We picked that figure at what we felt was a low figure to definitely limit the amount that might be given out in grants for this purpose. We should also point out that this money would go only to those who had demonstrated some interest in getting back on the job or getting a job. They would have to be going to these

courses before they could get any of these grants, and as Mr. Shea said, we considered them really minimums. They are to prevent evictions or cutoffs of utilities, or simply to provide the money to ride the streetcar down to the schools so they could be trained.

We thought this was a minimum effort, but we definitely fixed $100,000 so that this program would not be, at least for this year, a burgeoning program. We picked a relatively low figure on that.

Senator BYRD. Well, it is your thought that if the committee will act on these proposals at this time, it will obviate the necessity for having a supplemental?

Mr. DUNCAN. And there is a time limitation, I believe.

Mr. SHEA. Yes, sir.

General CLARKE. These funds, the Federal funds are available this year only, of course.

Senator BYRD. So, therefore, you do consider it urgent.

Mr. DUNCAN. I do.

General CLARKE. We do consider it urgent, yes, sir.

Senator BYRD. Well, Mr. Shea, I think we have taken about all the testimony that we can at the moment. I appreciate very much your cooperation as you have displayed it, and your appearance before the committee. We appreciate the attendance of others in your Department. I shall congratulate you again on the proposals which you have submitted to the committee to deal with certain reductions in the budget for the Department.

REMOVAL OF FREELOADERS

I indicated yesterday that I looked with some approval on the creation of a pilot project dedicated to the removal of freeloaders from your caseloads. I would like to make it clear that I am not just thinking of the recipients who have been on your ADC rolls for a period of many years. I am looking at the excerpt from one of the newspapers which indicated that you had, "won the endorsement" of the chairman of the subcommittee for "a special welfare unit that would try to break the 10-year dependency on public assistance of about 450 District families."

I want to make it clear that I don't think it ought to stop there. I believe you have some freeloaders in more than one category. I should think that if the committee in its wisdom is going to authorize the setting up of such a pilot project, possibly using available funds, the committee would certainly want to believe that the work would not be as I have already stated, confined to this particular group.

I am persuaded to believe that you have freeloaders in your ADC and GPA categories, and I am very favorably impressed with the record of work, the record of accomplishments that have been made by your investigative personnel. So I trust that we will redouble our efforts to ferret out the freeloaders, those persons who are taking advantage of and abusing the program, and get them off the rolls.

I am not forgetting that a sizable portion of this is payable from Federal funds and the committee also has in mind the condition of the general fund, the fiscal problem confronting the District of Columbia, and the not encouraging overall fiscal situation which confronts not only the District but also the Nation. Do you have any further comments, Mr. Shea?

Mr. SHEA. No, sir, except I would like to express our appreciation for the time you have taken with us to enable us to try to explain our program and the help you have been to us and the patience you have shown with us in our attempts to explain what we are doing. We are all basically concerned about the same thing. I think that we want the people that should be helped to be helped. We don't want anybody who shouldn't be helped to be helped anyplace in public welfare. These hearings I know are going to spur us on to do everything we can possibly do from the efficiency point of view as well as the performance point of view which will result in just that goal.

Senator BYRD. I am sure the committee appreciates this expression of your attitude, Mr. Shea, and your work is like mine in that you have frequent critics who speak before they think and often know not whereof they speak. I am sure that the committee will be misunderstood as it has already, perhaps, but it is our desire, as I have stated before, to adequately provide for persons who are deserving but to turn a deaf ear to those who would seek to abuse the program.

I trust that by next year you will be able to show the committee some genuine improvements. I trust that you will be able to show the committee substantial decreases in your caseload if decreases can be justified. I hope that I shall have the opportunity to visit some of your institutions, and I believe that with all of us giving our attention to these matters, we can remove some of the reasons for criticism of your own work.

Mr. SHEA. Thank you very much, Senator. We do hope you will be able to visit our facilities, and again I would like to express our appreciation for what you have done with us and for us.

Senator BYRD. Now, the committee will stand in recess until 2:30. We should be able to complete our work on the additional items, General Clarke, within an hour, I should think.

General CLARKE. Senator, I have one request in connection with the meeting this afternoon. Since Senator Schoeppel raised the question of the District of Columbia Teachers College, I would like to have Dr. Hansen when he comes this afternoon speak a little about the question that Senator Schoeppel raised on the surplus that was remaining after the end of the year if he may.

Senator BYRD. All right.

General CLARKE. That would be a prolongation of the hearings on the original budget I realize, but I don't feel qualified to speak on it, but I think you should have the benefit of a statement by Dr. Hansen.

Senator BYRD. All right. The committee will stand in recess until 2:30.

(Whereupon, at 1:25 p.m. the committee recessed to reconvene at 2:30 p.m. the same day.)

PUBLIC WELFARE DEPARTMENT

(See p. 806)

Applications completed and the number and percentage approved, by years, 1956–60

Year	Number completed	Number approved	Percent approved
1956	8,003	3,197	39.9
1957	9,651	3,640	37.7
1958	11,297	4,781	42.3
1959	12,007	5,178	43.1
1960	11,878	5,033	42.4
1961 estimate	11,196	4,926	44.0

Number of cases closed, by years, 1956–60

Year:	*Number closed*
1956	3,106
1957	3,125
1958	3,591
1959	4,018
1960	3,957
1961 estimate	4,164

Average number of cases assisted monthly and the cost to the District, by years, 1956–60

Year	Average number of cases	Cost to the District
1956	8,230	$3,176,411
1957	8,542	3,238,325
1958	9,532	4,193,038
1959	10,680	5,276,642
1960	11,458	5,866,318
1961 estimates	12,420	6,655,549

Comparison of estimates, 1961 and 1962

	Cases	Annual rate	Cost to the District
1961	12,420	$535.87	$6,655,549
1962	14,212	540.76	7,685,549

Public assistance grants, 1945–50 [1]

Item	Total	Old-age assistance	Aid to dependent children	Aid to needy blind	General public assistance	
					Single	Family
ACTUAL, 1945						
Average number of cases	4,144	2,559	571	219	686	109
Average number of persons	6,211	2,559	2,428	219	686	319
Average monthly grant per case		$31.62	$58.70	$35.68	$33.87	$51.03
Average monthly grant per person		$31.62	$13.80	$35.68	$33.87	$17.41
Total payments	[1] $1,811,758	$970,937	$402,081	$93,552	$278,594	$66,594
Federal share	$665,184	$474,528	$135,531	$45,125		
Local share	[1] $1,156,574	$496,409	$266,550	$48,427	$278,594	$66,594
ACTUAL, 1946						
Average number of cases	3,955	2,333	681	195	673	73
Average number of persons	6,262	2,333	2,888	195	673	173
Average monthly grant per case		$34.95	$67.69	$38.48	$38.23	$55.41
Average monthly grant per person		$34.95	$15.95	$38.48	$38.23	$23.23
Total payments	[1] $1,978,753	$978,473	$552,876	$90,242	$308,897	$48,265
Federal share	$673,649	$462,913	$169,243	$41,493		
Local share	[1] $1,305,104	$515,560	$383,633	$48,749	$308,897	$48,265
ACTUAL, 1947						
Average number of cases	4,635	2,282	1,100	206	914	132
Average number of persons	8,346	2,282	4,576	206	914	368
Average monthly grant per case		$38.60	$73	$41.63	$43.63	$64.41
Average monthly grant per person		$38.60	$17.56	$41.63	$43.63	$23.07
Total payments	$2,704,263	$1,057,071	$964,020	$102,755	$478,460	$101,957
Federal share	$960,734	$545,168	$364,056	$51,510		
Local share	$1,743,529	$511,903	$599,964	$51,245	$478,460	$101,957
ACTUAL, 1948						
Average number of cases	4,914	2,293	1,257	215	1,042	107
Average number of persons	8,939	2,293	5,140	215	1,042	249
Average monthly grant per case		$39.85	$75.15	$43.24	$42.87	$63.63
Average monthly grant per person		$39.85	$18.37	$43.24	$42.87	$27.31
Total payments	$2,959,291	$1,096,722	$1,133,437	$111,720	$535,960	$81,452
Federal share	$1,079,630	$576,716	$446,942	$55,972		
Local share	$1,879,661	$520,006	$686,495	$55,748	$535,960	$81,452
ESTIMATE, 1949						
Average number of cases	5,594	2,528	1,600	219	1,157	90
Average number of persons	10,599	2,528	6,500	219	1,157	195
Average monthly grant per case		$42.50	$82	$46	$45.75	$66
Average monthly grant per person		$42.50	$20.18	$46	$45.75	$30.46
Total payments	$3,691,041	$1,289,280	$1,754,400	$120,888	$635,193	$71,280
Federal share	$1,511,093	$737,165	$705,600	$68,328		
Local share	[2] $2,179,948	$552,115	$868,800	$52,560	$635,193	$71,280
ESTIMATE, 1950						
Average number of cases	5,594	2,528	1,600	219	1,157	90
Average number of persons	10,599	2,528	6,500	219	1,157	195
Average monthly grant per case		$46	$89.50	$51	$50	$72
Average monthly grant per person		$46	$22.03	$51	$50	$33.23
Total payments	$4,019,964	$1,395,456	$1,718,400	$134,028	$694,320	$77,760
Federal share	$1,579,692	$788,736	$720,000	$70,956		
Local share	$2,440,272	$606,720	$998,400	$63,072	$694,320	$77,760

[1] Does not include transportation of nonresident indigents.

[2] Of this amount, $2,150,364 is the appropriation for assistance grants, and $29,584 is estimated to come from savings in other items of the appropriation for agency services.

Average number of cases receiving assistance, fiscal years 1956–61

Year	Total	OAA	ADC	AB	ATD	GPA
1956	8,230	3,069	2,081	255	2,252	573
1957	8,542	3,005	2,241	261	2,408	627
1958	9,532	3,100	2,834	243	2,454	901
1959	10,680	3,115	3,539	235	2,474	1,317
1960	11,458	3,012	4,168	231	2,623	1,424
1961 [1]	12,416	2,964	5,013	218	2,789	1,471

[1] All figures are for 10 months with the exception of ADC and GPA which are for 11 months.

Average monthly assistance grants by category, fiscal years 1956–61

Year	OAA	ADC	AB	ATD	GPA
1956	$53.40	$108.98	$60.05	$61.26	$62.97
1957	54.39	110.23	62.35	64.25	64.56
1958	56.13	122.83	64.06	66.74	67.71
1959	59.32	143.20	67.78	70.61	71.63
1960	59.46	148.39	69.03	72.33	73.62
1961 [1]	59.48	151.13	68.31	73.15	67.76

[1] All figures are for 10 months with the exception of ADC and GPA which are for 11 months.

(See p. 766)

MOTHERS ON ADC UNDER 18 YEARS OF AGE

Number and age of mothers	*Number of children*
1 mother 16 years old	3
1 mother 17 years old	3
1 mother 14 years old	2
5 mothers 15 years old	2
2 mothers 16 years old	2
1 mother 17 years old	2
1 mother 13 years old (youngest mother)	1
12 mothers 16 years old	1
8 mothers 17 years old	1

(Supplied by actual count made week of Aug. 20, 1961, by unit supervisor.)

AFTERNOON SESSION—WEDNESDAY, AUGUST 23, 1961

SUPPLEMENTAL REQUESTS

Senator BYRD. The committee will be in order.

This afternoon, the committee will consider the supplemental request (S. Doc. 45) for the fiscal year 1962. According to the Bureau of the Budget letter of August 22, 1961, there is requested the additional sum of $389,210. Of this amount, $377,210 is payable from the general fund and $1,200 from the highway fund. The Bureau of the Budget letter and the Commissioners' supporting justifications will be placed in the record at this point.

(The information referred to follows:)

EXECUTIVE OFFICE OF THE PRESIDENT,
BUREAU OF THE BUDGET,
Washington, D.C., August 22, 1961.

THE PRESIDENT,
The White House.

SIR: I have the honor to submit herewith for your consideration amendments to the budget for the fiscal year 1962 involving an increase in the amount of $389,210 for the District of Columbia, as follows:

DISTRICT OF COLUMBIA

DISTRICT OF COLUMBIA FUNDS

Operating expenses

Budget page	Heading	Original estimate	Revised estimate	Increase
16	Department of General Administration	$6,464,000	$6,524,000	$60,000
	(Limitation on the amount available for District of Columbia employees' disability compensation)	(230,000)	(290,000)	(60,000)

This proposed amendment is to provide sufficient funds for the payment of employees' disability benefits and expenses.

Budget page	Heading	Original estimate	Revised estimate	Increase
19	Public schools	$54,308,000	$54,366,000	$58,000

This amount is to provide for the training of people under a new District of Columbia training-for-work program, including the provision of facilities for the entire program.

Budget page	Heading	Original estimate	Revised estimate	Increase
29	Department of Public Welfare	$21,268,000	$21,442,000	$174,000

This proposed amendment is to finance the supporting costs of the training-for-work program.

Budget page	Heading	Original estimate	Revised estimate	Increase
32	Department of Licenses and Inspections	$2,786,000	$2,810,000	$24,000

This increase is for administration and enforcement of the home-improvement business regulations.

Budget page	Heading	Original estimate	Revised estimate	Increase
34	Department of Motor Vehicles	$1,515,000	$1,527,000	$12,000

This increase is to enable the Department of Motor Vehicles to handle the increasing volume of work related to the new merit rating system instigated by the insurance industry.

Miscellaneous

Budget page	Heading	Original estimate	Revised estimate	Increase
46	Settlement of claims and suits		$17,188	$17,188
	(Insert the above heading and the following paragraph thereunder immediately following the last paragraph under the heading "Capital Outlay":)			
	For the payment of claims in excess of $250 approved by the Commissioners in accordance with provisions of the Act of February 11, 1929, as amended (45 Stat. 1160; 46 Stat. 500; 65 Stat. 131), $17,188.			
46	Audited claims		$44,021.60	$44,021.60
	(Insert the above heading and the following paragraph thereunder immediately preceding the heading "Permanent Authorizations":)			
	For the payment of claims, certified to be due by the accounting officers of the District of Columbia, under appropriations the balances of which have been exhausted or credited to the general or special funds of the District of Columbia as provided by law (D.C. Code, Title 47, Sec. 130a), being for the service of the fiscal year 1960 and prior fiscal years, as set forth in Senate Document Number ____ (Eighty-seventh Congress), $44,022, together with such further sums as may be necessary to pay the interest on audited claims for refunds at not exceeding 4 percentum per annum as provided by law (Act of July 10, 1952, 66 Stat. 546, Sec. 14d).			

These amounts are for the payment of claims that have been settled by the Corporation Counsel and approved by the Commissioners and for the payment of claims chargeable against appropriations that have been exhausted, as follows:

Operating expenses, executive Office, District of Columbia, 1958	$21.60
Operating expenses, Department of Corrections, District of Columbia, 1960	14,000.00
Operating expenses, courts, District of Columbia, 1960	30,000.00

These proposed amendments being for the District of Columbia are submitted without change, and I make no observation regarding their necessity.

Respectfully yours,

DAVID E. BELL,
Director of the Bureau of the Budget.

GENERAL OPERATING EXPENSES

Operating Expenses

Appropriation, 1961	$14,652,510
Revised estimate, 1962	15,819,000
House allowance, 1962	15,306,600

AMENDMENTS REQUESTED

Page 3, line 16, strike out "$15,306,600" and insert in lieu thereof "$15,597,400", or an increased of $290,800 in the appropriation.

Page 3, line 16, strike out "$230,000" and insert in lieu thereof "$290,000", or an increase of $60,000 in the limitation of funds placed on the District of Columbia employees' disability compensation.

For an additional amount, fiscal year 1962, for "General operating expenses," $60,000

A. Department of General Administration—Activity 7. Personnel Office:

Financial analysis

Disability compensation:	
Other costs	$60,000
Total	60,000

The employees' disability compensation program including the processing of injury and death claims resulting from occupational injury and illness to District employees and the certification of payment of disability compensation and medical bills involved has been effected by legislative and contractual changes resulting from the passage of Public Law 86–767 liberalizing many of the monetary and medical benefits; increased hospital rates for compensation cases; increase in registered nurses fees; legislative pay raises to practically all District employees effecting an increase in compensation payments. It is therefore requested that the 1962 estimate be increased from $230,000 to $290,000, a supplement of $60,000.

Public Law 86–767, approved September 13, 1960, greatly liberalized benefits provided by the Federal Employees' Compensation Act (FECA). Minimum payments for disability raised from $112.50 to $180 per month, minimum monthly pay in death cases raised from $150 to $240 a month, burial expenses increased from $400 to $800, attendant fees raised from $75 to $125 per month, maintenance in vocational rehabilitation cases raised from $50 to $100 a month, employee in receipt of benefits earned under Civil Service Retirement Act may now receive payment of compensation for scheduled losses, compensation cases which have elected civil service annuity may now receive medical treatment under compensation program, in recurrent disability cases monthly pay on which compensation is computed is increased to rate of pay at time of recurrence. It is estimated that these costs are increased by $30,000 a year.

Effective July 1, 1961, new contracts negotiated by the U.S. Public Health Outpatient Clinic have increased hospital rates for our compensation cases by 10 percent; this increases our hospital costs by $5,000 a year.

Registered nurse fees have been increased from $18 to $20 per day. One claimant who is totally disabled and bedridden since October 24, 1951, requires registered nurses 24 hours each day and will until she either recovers or dies, an estimated $3,000 additional is needed.

DEPARTMENT OF GENERAL ADMINISTRATION

Legislative pay raises have increased salaries for practically all District employees who are subject to FECA. These increases have a direct effect on disability compensation costs. It is estimated that $18,700 additional funds will be needed for fiscal year 1962.

One new death case requiring $3,300 annual payment to the widow was added in March 1961.

PUBLIC SAFETY

Operating expenses

Appropriation, 1961	$53,333,500
Revised estimate, 1962	55,923,000
House allowance, 1962	55,139,500

AMENDMENTS REQUESTED

(1) Page 4, line 11, strike out "sixty-two" and insert in lieu thereof "sixty-four", to provide for the purchase of two additional passenger-carrying vehicles.

(2) Page 4, line 16, strike out "$55,139,500" and insert in lieu thereof "$55,810,900", or an increase of $671,400 in the appropriation.

(3) Page 4, line 21, strike out "not to exceed $50,000 of".

(4) Page 4, line 25, strike out "Columbia Office of Civil Defense" and insert in lieu thereof "Columbia, but not to exceed the amount allocated to the District of Columbia by that office."

For an additional amount for "Public safety," $24,000

A. Department of Licenses and Inspections:

1. License and permit, $24,000

Position title	Number requested	Personnel compensation	Personnel benefits	Other cost	Total
GS-8 investigator accountant	1	$4,905	$359	$450	$5,714
GS-7 bonding clerk	1	4,472	327	150	4,949
GS-7 investigator	1	4,472	328	450	5,250
GS-4 license clerk (typing)	1	3,380	247	416	4,043
GS-4 clerk-typist	1	3,380	248	416	4,044
Total	5	20,609	1,509	1,882	[1] 24,000

[1] Five-sixths of fiscal year 1962.

Financial analysis

Personnel compensation	$20,609
Personnel benefits	1,509
Travel	600
Equipment	1,282
Total (general fund)	24,000

This request was not included in the fiscal year 1962 estimates as the regulations were not promulgated at the time of budget preparation.

Enforcement Branch

The Enforcement Branch will be required to investigate the eligibility of certain home improvement contractors and salesmen for licensing. The License Branch will refer applications to them where there is reason to doubt the trustworthiness of the applicants or where there is insufficient information to determine that an applicant is indeed a bona fide home improvement contractor. Investigations will be made of current and former business affiliations, records with the Better Business Bureau and insurance companies, and of their present insurance coverage. Also criminal records, if any, will be examined. Such investigations include determination of the identity of persons associated with the license and the extent, if any, of such person's control over the business activities of the licensee. Home improvement contracts on file will be audited for propriety. Where indicated, action will be taken to enforce the regulations which may include denial of license or institution of legal proceedings. It is estimated that 12.5 percent of the 4,000 expected license applicants will require such investigation. The Enforcement Branch will also investigate the financial and business status of contractor applicants who are not covered by public liability insurance and claim qualification eligibility as self-insurers.

Complaints by homeowners concerning their transactions with contractors will be investigated. Both the complainant and the contractor will be interrogated. In many cases the salesman will also be interviewed. The contract, cost estimates, and actual costs will be examined. Where there is an apparent breach of contract or fraud the case will be prepared for hearing by the Corporation Counsel and possible court action. On the basis of information concerning home improvement contractors obtained from the Better Business Bureau the District Attorney's Office and on experience with other license issuance, it is anticipated that there will be at least 500 complaints annually and that 75 percent of these will require enforcement procedures including hearings before the Corporation Counsel and in the courts. Better Business Bureau received 505 complaints in fiscal year 1960. It has been the experience of this Department that complaints concerning particular businesses increase when new regulations controlling that business are instituted.

The additional workload can only be accomplished with an increase in the investigative staff. Also, secretarial and clerical support is required to type and route the many paper transactions, prepare reports, maintain case files, receive telephoned complaints, answer mail, etc.

The additional amount is required to administer the regulations governing the conduct of the home improvement business in the District of Columbia. These are in accordance with the act approved September 9, 1960 (74 Stat. 815; Public

Law 86–715) and the License Act of July 1, 1902, as amended. The regulations were promulgated on May 11, 1961, and are effective as of September 1, 1961.

The regulations provide that no home improvement contractor or salesman shall require or accept any payment under a home improvement contract, for $300 or more, in advance of full completion of all the stiplated work unless such person is licensed as a home improvement contractor or licensed salesman employed by such a contractor; that no home improvement contractor or salesman shall accept any payment for home improvement work to be performed until a contract has been executed by the homeowner and the contractor; and that the contract shall comply in all respects with the pertinent provisions for such contracts in the regulations.

It is estimated that there are at least 2,000 home improvement contractors and 2,000 home improvement salesmen. These will apply for licenses. The License and Enforcement Branches in activity 3 (license and permit) will have the responsibility for licensing and verifying whether the applicant has or retains the qualifications necessary for obtaining or retaining a license.

License branch

All applications for home improvement contractor and salesman licenses and renewal of such licenses will be received and processed in the License Branch. Application forms which are really affidavits testifying to the applicant's trustworthiness and intentions to act as a bona fide contractor or salesman must be examined for adequacy of information. Regulatory requirements must be explained in order to obtain sufficient information for determining eligibility. Evidence of public liability insurance must be evaluated for each contractor application. An applicant for a contractor license is required to file a corporate surety bond of $5,000 in support of such license. The bond must be examined for conformance to requirements and proper execution. Experience in issuing other licenses with similar bonding requirements has shown that a large percentage of the bonds are improperly or insufficiently drawn and must be returned for correction. This requires frequent telephone conversations and/or correspondence with the bonding companies.

Applications accepted for processing must be referred selectively to the Police Department and/or the Enforcement Branch for investigation and clearance. Routing records and followup systems and case files must be maintained. After approval licenses and identification cards must be issued. In addition, each salesman issued an identification card, upon terminating his association with the contractor whose name and license number appears on card, is required to surrender his card. Upon reemployment with another contractor he is required to apply for a revised card showing the new employer's name and license number. This must not only be entered on the identification card but also on the control and other records in the Branch.

It is anticipated that at least 25 percent of the salesmen will change their places of employment during the license year. Also, that at least 25 percent of the licensed salesmen will drop out of the business annually and be replaced by new salesmen. Although it is estimated that there is an average force of 2,000 home improvement salesmen in the District, their mobility will require the issuance of approximately 2,500 identification cards and 2,500 salesman licenses annually.

The increased license workload resulting from the enforcement of the new regulations governing the conduct of the home improvement business cannot be absorbed. Since June 1960 there have been amendments to the parking lot attendant and the housing regulations which resulted in more time consuming work processes in this Branch than was formerly required. Also, the new motor vehicle salesman and motor vehicle dealer regulations, effective November 1, 1960, and the Finance Act under which sales finance companies are regulated further increased the workload. Additional positions were not requested for these increases as an attempt is being made to absorb the work with existing staff.

EDUCATION

Appropriation, 1961	$51,652,700
Revised estimate, 1962	54,566,000
House allowance, 1962	53,870,800

AMENDMENT REQUESTED

Page 5, line 6, strike out "$53,870,800" and insert in lieu thereof "$54,429,500," or an increase of $558,700 in the appropriation.

For an additional amount, fiscal year 1962, for "Education," $58,000—Financial Analysis

	Number requested	Salary	Personnel benefits	Other costs	Total
Teaching service (4,640 hours instruction)		$23,386			$23,386
15B assistant director	1	7,633	$496		8,129
GS-3 clerk	1	3,765	245		4,010
18 counselor	1	6,045	393		6,438
Custodial service				$3,837	3,837
Instructional equipment				2,200	2,200
Instructional supplies and material				6,600	6,600
Testing				1,500	1,500
Office supplies				300	300
Building remodeling				1,600	1,600
Total	3	40,829	1,134	16,037	58,000

An additional amount is requested to provide funds to the public schools system for the training of selected local residents under a new District of Columbia training-for-work program.

Unemployment in the District of Columbia is estimated at about 18,000 persons, or 90 percent of the total for the metropolitan area. Within this number, there is a hard-core group that is largely unskilled and mostly Negro. Most of these people cannot find employment (1) because of a lack of training for the jobs that are available, and (2) because of a reluctance on the part of many organizations to employ Negroes.

The problem of unemployment is not peculiar to this city. It exists in many urban areas as well as in some nonurban areas. Something positive has to be done about breaking the hard-core of unemployment. The need to do something about it has been recognized by the Congress in the bills approved by the appropriate committees in both houses under the title, "The Manpower Development and Training Act of 1961."

The District government does not believe that it should wait until the Congress has completed action on this proposed law, although it recognizes that its present request for appropriated funds will be reduced if funds are later made available through Federal grants. Instead, it proposes to begin the training and retraining of unemployed people who need and want this service, and to attempt to modify the conditions of employment in the city so as to increase the work opportunities for such people to be trained.

Training will be conducted by the District's public school system. Selection will be done primarily by the U.S. Employment Service, working in cooperation with the District government, including the schools. Training will be directed toward providing both specific skills and a general ability to work. It is hoped to start courses in September or October 1961 on an experimental basis, and to increase the number of courses as needed so that about 1,200 people can be trained in the fiscal year 1962.

Classes will be conducted at three levels—for unskilled, semiskilled, and skilled workers. It is expected that the need will be distributed among these levels approximately as follows:

Type of program	Estimated number of participants	Approximate average class size	Average number of hours per course	Number of classes (estimated)	Total class hours
Unskilled	800	15	30	53	1,590
Semiskilled	300	15	100	20	2,000
Skilled	100	15	150	7	1,050
Total	1,200			80	4,640

In addition to the actual teaching required the public schools will have some responsibilty in the areas of student selection, testing, development of course content, and counseling assistance to the people being trained. Accordingly, an assistant director and clerk are proposed in addition to the necessary teaching service. Most classes will be held at the Veterans High School Center, First and O Streets NW., with perhaps some classes at other locations throughout the city where such scheduling is appropriate.

The Commissioners have been given to understand that the U.S. Employment Service will contribute a significant amount of testing, guidance, and related services, and this will be closely coordinated with the work of the schools.

The Commissioners expect to support the training portion of the program by (1) the provision of an executive officer, to be located in the Department of Public Welfare who will be responsible for the coordination of all parts of the program; (2) making available money grants for transportation, emergency rent, and utilities payment through the Department of Public Welfare, to assist the jobless to support themselves on an emergency basis during training; and (3) creating a citizens committee to attempt to do something about the conditions of employment in the areas in which people will be trained under this program.

HEALTH AND WELFARE

Appropriation, 1961	$59,363,623
Revised estimate, 1962	64,402,000
House allowance, 1962	62,477,500

AMENDMENT REQUESTED

Page 6, line 5, strike out "$62,477,500" and insert in lieu thereof "$62,940,700", or an increase of $463,200 in the appropriation.

For an additional amount, fiscal year 1962, for "Health and welfare," $174,000—Financial analysis

Position title	Number requested	Grade	Salary	Personnel benefits	Other costs	Total
(1) Executive direction:						
Honorariums			$5,300			$5,300
Staff supervisor	1	GS-14	12,230	$830		13,060
Secretary	1	GS-5	3,275	222		3,497
(2) Emergency GPA:						
Supervisor	1	GS-9	6,448	438		6,886
Social workers	5	GS-5	21,735	1,478		23,213
Clerk	2	GS-4	8,112	551		8,663
(3) Emergency GPA payments to trainees					$100,000	100,000
(4) Work placement followup:						
Counselors	1	GS-9	6,448	438		6,886
Do	2	GS-7	10,732	728		11,460
(5) Equipment					13,450	13,450
Subtotal	13		74,280	4,685	113,450	192,415
Deduct portion not needed for full year			17,245	1,170		18,415
Total	13		57,035	3,515	113,450	174,000

To support the training effort of the public schools and to assure that the program has some real chance for success, the Board of Commissioners believe actions need to be taken in addition to training. The program must have (1) citizen cooperation designed to modify conditions of employment and (2) have some coordination and direction.

The costs of citizens cooperation and direction for a 9-month period during fiscal year 1962 includes $5,300 to pay for 100 days' service of a citizen advisory group headed by a prominent Washington businessman. The payment is required by law. The chairman is of prime importance to the project as his role and that of a representative committee is needed to enlist the interest and support of private and public employers in making available an increasing number of job opportunities which the persons receiving training may be able to fill.

A full time staff person and secretary is necessary to administer the program. In particular, this executive officer will augment the service of the committee chairman in obtaining employer participation, and will coordinate agency participation, prepare and submit monthly reports, be concerned with public relations and make recommendations on program changes and unmet needs.

It is felt also that many of the people who take courses because of their low income will need emergency assistance during the program. The staff proposed for this will receive applications, verify whether persons selected can be for participation in the training program, establish their need and other eligibility for fiancial assistance and authorize such assistance. Emergency general public assistance payments to trainees has been fixed at $100,000. This aid will be severely limited and primarily will consist of one time only payments to—

(*a*) Avoid rent evictions;

(*b*) To avoid utility cutoffs; and

(*c*) To pay carfare to enable the unempoyed person to participate in training.

It is also felt that a staff of three counselors should be provided to followup on work placement. This activitiy is deemed necessary to insure an initial satisfactory work adjustment after placement. The experience of placement agencies is that if an employee who has been out of work for sometime can be kept on the job for at least 2 weeks there is a very good chance of his remaining on the job.

HIGHWAYS AND TRAFFIC

Appropriation, 1961	$10,096,600
Revised estimate, 1962	10,989,000
House allowance, 1962	10,698,700

AMENDMENT REQUESTED

(1) Page 6, line 18, strike out "$10,698,700" and insert in lieu thereof "$10,868,300," or an increase of $169,600 in the appropriation.

(2) Page 6, line 19, strike out "$6,917,700" and insert in lieu thereof "$7,087,300," or an increase of $169,600 on the limitation.

For an additional amount for "Highways and traffic," $12,000 (payable from the highway fund)

A. Department of Motor Vehicles:

1. Permit control, $12,000

Position title	Number requested	Personnel compensation	Personnel benefits	Other costs	Total
GS-4 clerk	2	$6,084	$540	$220	$6,844
Microfilm contract				[1] 5,156	5,156
Total	2	[1] 6,084	[1] 540	5,376	12,000

[1] ¾ of fiscal year 1962.

Financial analysis

Personnel compensation	$6,084
Personnel benefits	540
Other services	5,156
Equipment	220
Total (highway fund)	12,000

The Records Processing Section of the Permit Control Division develops and maintains individual files on District-licensed drivers and out-of-State drivers who violate the District's traffic regulations—well over 1,500,000 permanent records. Among a number of other activities, this unit receives and processes applications and makes photoreproductions of these records for sale to the public and free issuance to such other authorized government agencies as the police and courts.

From 1955 through 1960 the photocopy workload in this Section showed a small increase each year, although the burden was not an unreasonable one. However, during fiscal year 1961, requests jumped 45 percent when the insurance industry initiated a new merit rating system under which the policy premium for an individual applicant's auto insurance depends largely upon his past driving record. Applicants with poor traffic records pay higher insurance rates than those with good records; the necessary records on local applicants can be secured from only one source—the Department of Motor Vehicles, District of Columbia. At that time, with some foreknowledge of the new rating system and in order to plan its fiscal year 1962 budget requests to secure the additional help needed, this Department attempted to secure from the insurance industry some estimate of the number of records copies which might be required in 1962 and succeeding years but were unable to secure any definite data as the insurance companies themselves had no experience with this new plan. Based on the best estimates obtainable and actual experience data to date of budgeting, and with the desire to keep our budget increases to a minimum, the Department included one new position in its fiscal year 1962 budget requests hoping to meet its estimated workload with this additional position and by the possible part-time diversion of other personnel in the section to this new work. However, it is already obvious that we will be unable to cope with the demands of the insurance industry in such a manner—we are already backlogged 2 to 3 weeks on merit rating system copies and our experience to July 15, 1961, and the evident trend of continual increase in this work indicate that this Section must face a workload in fiscal year 1962 of at least 25,000 units greater than our original estimate, and, only part of the local insurance industry has adopted this new system to date—as more companies join this system the quantity of requests will increase correspondingly. The District now licenses 400,000 drivers and approximately 82 percent carry auto insurance, so that it is entirely possible that this Department may face an annual workload of 325,000 requests for photocopies within the next few years, or more if the industry trend toward investigation of the traffic records of driver-members of the applicant's immediate household continues. Already merit rating system requests are expected to total 200,000 in fiscal year 1963, plus requests for copies received from other sources.

At the present time, the demands of this public service have become so great that even though personnel have been diverted from other duties and responsibilities to help produce these merit rating system records, the photocopy service is still backlogged approximately 14 to 21 days and is causing serious delays and inconvenience to the insurance companies who must depend upon copies of our records to conduct their operations. Further, the continuous changing of our clerks' assignments is seriously affecting their regular work and their morale, and other important permit control activities—some more directly related and important to the District's objectives in traffic safety than the photocopy service—are receiving less than adequate attention; for example, necessary diversion of personnel has resulted in a 45-day backlog in the recording of traffic violation notices against individual operator's records and a consequent delay in the issuance of permit suspension and revocation orders to remove unsafe drivers from the District's streets. Currently, the growing volume of routine counter work and phone calls and increasing backlogs of work in such other basic activities of this Section has made it almost impossible to continue attempting to solve this problem by diversion of personnel.

There are two processes involved in the photo reproduction service: (1) clerical handling of each request before and after actual reproduction, including such steps as reviewing the application, preparing the payment voucher, locating and verifying the individual record(s) requested on each application, transmitting the copy(s), refiling the record(s), and maintaining the payment record for each transaction; and, (2) preparing the actual record copies—which the Department has been doing record by record on desk-top-type photocopy machines that are proving impracticable and unreasonably expensive for producing copies in such great volume.

To solve the problem outlined here a minimum of two additional clerks are needed at the earliest possible moment to handle the paperwork requirements of reproduction of traffic records, and a complete new technical system for the reproduction and distribution of the records themselves should be developed and

put into operation. In this latter connection, and as a result of intensive study of this problem, the Department plans to install a microphotographic system under which such records (when prior clerical processing has been completed) will be microfilmed within the activity, and the resultant film processed and paper reproductions made and returned by a commercial organization equipped to provide such services on a contract basis. The cost of each record under such a contractual production-line system will approximate 5.5 cents as compared to 9 cents under the present system and without regard to clerical labor costs which are substantially greater under the present system. In addition, the finished copies will be processed under the contract and issued to the applicants within 48 hours instead of 14 to 21 days as now.

Revenuewise this situation will be of substantial benefit to the District; at 50 cents per record, the income in fiscal year 1962 will far outweigh the cost of the increases requested herein to provide necessary clerical help and to contract for the production of records copies.

MISCELLANEOUS

Settlement of claims and suits

Appropriation, 1961	$138,042
Estimate, 1962 (S. Doc. 45)	61,210

AMENDMENT REQUESTED

Page 7 after line 12, insert the following:

"MISCELLANEOUS

"SETTLEMENT OF CLAIMS AND SUITS

"For the payment of claims in excess of $250, approved by the Commissioners in accordance with the provision of the Act of February 11, 1929, as amended (45 Stat. 1160; 46 Stat. 500; 65 Stat. 131), $17,188.

"AUDITED CLAIMS

"For an amount for the payment of claims, certified to be due by the accounting officers of the District of Columbia, under the appropriations the balances of which have been exhausted or credited to the general or special funds of the District of Columbia as provided by law (D.C. Code, title 47, sec. 130a), being for the service of the fiscal year 1960 and prior fiscal years, $44,022, together with such further sums as may be necessary to pay the interest on audited claims for refunds at not exceeding 4 per centum per annum as provided by law (Act of July 10, 1952, 66 Stat. 546, sec. 14d)."

For an additional amount for the payment of claims in excess of $250, approved by the Commissioners in accordance with the provisions of the act of February 11, 1929, as amended (45 Stat. 1160; 46 Stat. 500; 65 Stat. 131), $17,188.

The general provisions of the District of Columbia appropriation bill, 1962, include the amount of $10,000 for the settlement of claims not in excess of $250 each, when approved by the Commissioners in accordance with the act of February 11, 1929, as amended.

The accompanying estimate of appropriation of $17,188 is submitted in order to pay claims under the same act of Congress which are in excess of $250 each, as follows:

Settlement of claims and suits

Claimant	Nature of claim or suit	Amount of claim or suit	Amount of settlement
Bumparus v. *D.C.*	Personal injuries (bruised face, sprained left thumb and hand, mild concussion), as the result of fall in hole in public sidewalk at 1440 Q St. NW., on Jan. 13, 1960.	$3,000.00	$425.00
Marie E. Sherman v. *D.C.*	Personal injuries (abrasion contusion of forehead, both eyes, fractured nose, and sprain of right wrist), sustained from fall on public sidewalk abutting 157 D St. SE., on Oct. 30, 1959.	3,000.00	700.00
Robert Costello v. *D.C.*	Personal injuries (fracture of right external malleolus) sustained when plaintiff stepped into depression in the gutter of Western Ave., in front of the Blessed Sacrament Church, on Oct. 20, 1957.	5,000.00	350.00
Sayih v. *D.C.*	Personal injuries (dislocation of right shoulder), sustained as the result of a fall in a tree box space in front of 1432 Webster St. NW., on Mar. 28, 1960.	1,950.00	500.00
Shefferman v. *D.C.*	Personal injuries (fracture of 2d and 3d metatarsal bones of right foot), received as the result of fall in tree box space in front of 3618 Connecticut Ave. NW., on Aug. 8, 1958.	25,000.00	1,000.00
Juliette v. *Tarter*	Personal injuries (abrasions and lacerations to face and bruises on arms and legs), from fall on sidewalk (public) near 2331 Cathedral Ave. NW., on July 4, 1960.	1,097.00	300.00
Julia A. VanDemark	Damage to automobile and personal injuries (strain of neck and upper back muscles), as the result of being struck in the rear by a truck which was struck in the rear by a Department of Corrections truck on Baltimore Blvd. and Edgewood Rd., Md., on Jan. 16, 1958.	5,000.00	350.00
Gerald R. and Patricia A. Galvin	Damage to property at 3144 Westover Dr. SE., caused by broken fire hydrant lead, on Sept. 9, 1960.	2,785.50	1,700.00
Washington Gas Light Co. (Gertrude Koenigsberg).	Claim for personal injuries (fractured left foot), from fall on public sidewalk at intersection of 12th and E Sts. NW., on Mar. 18, 1960.	Unstated	450.00
Jessie D. Johnson v. *D.C.*	Personal injuries (bruises and fracture of right wrist), sustained from fall on public sidewalk at northeast corner of 6th and H Sts. NW., on July 26, 1954.	75,000.00	600.00
Rose A. and Thomas Hall v. *D.C.*	Personal injuries (contusions of nose, bruising of shoulder, fracture of both nasal bones, and osteoarthritic changes to neck and right shoulder), when female plaintiff fell on public sidewalk in 1400 block of G St. NW., on May 15, 1958. Male plaintiff claimed for loss of consortium.	30,000.00	2,000.00
Warde v. *D.C.*	Personal injuries (fracture of right ankle), resulting from a fall on raised and broken section of public sidewalk, on January 9, 1958, on 13th St. NW., between E and F Sts., south of entrance to Warner Theater.	25,000.00	3,000.00
Wymard v. *D.C.*	Personal injuries (fracture of left ankle), sustained as result of fall on public sidewalk on Prospect Ave. and Bank St. NW., on December 5, 1956.	15,000.00	2,000.00

Settlement of claims and suits—Continued

Claimant	Nature of claim or suit	Amount of claim or suit	Amount of settlement
Burnette v. *D.C. and PEPCO*	Personal injury (concussion of brain, contusion of left cheek with fracture of 6th rib), and damage to auto sustained when car struck an electric power pole at Naylor Rd. and Southern Ave. SE., on July 9, 1958.	$50,000.00	$1,750.00
M. Esther England	Personal injuries (2 broken teeth), as result of fall on sidewalk in the 3300 block of Connecticut Ave. NW., on Jan. 22, 1959.	330.53	330.53
Louis S. King	Damage to 1953 Oldsmobile convertible coupe when struck by Department of Highways and Traffic stump removal crane in front of premises 1409 Decatur St. NW., on Nov. 7, 1960.	425.00	425.00
Edward C. Morris	Damage to auto when struck by District vehicle assigned to the Executive Office on July 28, 1960 on E St. and West Executive Dr. NW.	357.34	357.34
Grand total			16,237.87

AUDITED CLAIMS

For an additional amount for the payment of claims, certified to be due by the accounting officers of the District of Columbia, under appropriations the balances of which have been exhausted or credited to the general or special funds of the District of Columbia as provided by law (D.C. Code, title 47, sec. 130a) being for the service of the fiscal year 1958 and prior fiscal years, $44,022, together with such further sums as may be necessary to pay the interest on audited claims for refunds at not exceeding 4 per centum per annum as provided by law (act of July 10, 1952, 66 Stat. 546, sec. 14d).

Operating expenses:

Executive Office, District of Columbia, 1958	$21.60
Department of Corrections, District of Columbia, 1960	14,000.00
Courts, District of Columbia, 1960	30,000.00

DISTRICT OF COLUMBIA

STATEMENT OF BRIG. GEN. F. J. CLARKE, ENGINEER COMMISSIONER

GENERAL STATEMENT

Senator BYRD. General Clarke?

General CLARKE. I have a very brief statement. I would like to read part of it and part of it I would like to have placed in the record, because we discussed some of it this afternoon.

Senator BYRD. All right.

General CLARKE. The Commissioners appreciate the opportunity of appearing before this committee to testify on additional items for the fiscal year 1962. These requests result from actions of the Commissioners or increased workloads that occurred too late to be considered by the House Appropriations Committee in conjunction with the annual budget estimates. It was hoped that these increases could be first reviewed by the House as 1962 supplementals, but circumstances would not permit this action.

TOTAL SUPPLEMENTAL REQUESTS (S. DOC. 45)

The amendments contained in the pending Senate document amount to $389,210 which will increase the total request pending before this committee to $273,302,610. The new items are entirely applicable to

operating expenses with $377,210 chargeable to the general fund and $12,000 to the highway fund.

When Commissioner Tobriner presented his opening statement before this committee, it was indicated that a reserve of $350,000 should be established for indefinite appropriations and that there were pending supplementals amounting to $145,000. These items were included when our need for an increase of $3.5 million in Federal payment was computed. However, our supplementals payable from the general fund now amount to $377,210, or an increase of $232,210. It is proposed to finance this increase from the amount of $350,000 previously reserved for indefinite appropriations. The indefinite appropriations will then have to be curtailed or reestablished if revenues in 1962 exceed our estimates.

SUMMARY OF REQUESTED AMENDMENT

A brief summary of our requested amendment is as follows:

Department of General Administration, $60,000: This increase is required to pay injury or death claims to employees of the District of Columbia.

Department of Licenses and Inspections, $24,000: For the administration and enforcement of home improvement business regulations.

Training-for-work-program, $232,000: This involves $58,000 for public schools and $174,000 for public welfare.

Since we discussed that this morning, I will skip most of that, sir.

At page 3, I will read this:

CITIZENS' COMMITTEE

A most important feature of this program will be the provision of a citizens' committee and an executive staff of two persons to give leadership and direction. We are hopeful that this committee under the leadership of an outstanding citizen with broad representation from the entire community can do much to improve the prospects for employment in the District.

Department of Motor Vehicles, $12,000: Additional workload resulting from a new "merit rating system."

Settlement of claims and suits and audited claims, $61,210.

Again we thank you an we are prepared to justify these items.

(The complete statement of General Clarke follows:)

STATEMENT OF BRIG. GEN. F. J. CLARKE, ENGINEER COMMISSIONER OF THE DISTRICT OF COLUMBIA

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Department of Licenses and Inspections, $24,000: For the administration and enforcement of home improvement business regulations.

Training-for-work program, $232,000: This involves $58,000 for public schools and $174,000 for public welfare.

Due to the cost (estimated at $1.4 million minimum and possibly as high as $8 million) and the uncertainty of any lasting benefit on a sound economic basis, the District government has decided not to participate in legislation contained in Public Law 87-31 approved May 8, 1961, which authorized Federal financial participation in aid to dependent children of unemployed parents.

As an alternate proposal, a training-for-work program with an accompanying general public assistance program on a very limited basis is herewith submitted. It is believed that the maximum long-term good may result from such a program if an increasing number of jobs can be made available for the persons completing training.

The purpose of the program is to provide training on a voluntary basis for approximately 1,200 resident unemployed employables during the course of a year with the expectation that many will not only be able to obtain jobs but as a result of increased skill and motivation, be able to continue in employment.

Participating in this program would be:

(*a*) Private and public employers in the District of Columbia.
(*b*) The U.S. Employment Service for the District of Columbia.
(*c*) The District of Columbia Board of Education.
(*d*) The District of Columbia Department of Public Welfare.
(*e*) Private agencies and settlement houses.

Training itself will be conducted by the public school system. The Department of Public Welfare will be responsible for the direction of the program, for determining eligibility and authorizing emergency general public assistance and for followup employee-employer counseling after work placement to effect satisfactory work adjustment.

A most important feature of this program will be the provision of a citizens' committee and an executive staff of two persons to give leadership and direction. We are hopeful that this committee under the leadership of an outstanding citizen with broad representation from the entire community can do much to improve the prospects for employment in the District.

Department of Motor Vehicles, $12,000. Additional workload resulting from a new "merit rating system."

Settlement of claims and suits and audited claims, $61,210.

Again we thank you and we are prepared to justify these items.

Senator BYRD. Thank you, General Clarke.

GENERAL OPERATING EXPENSES

STATEMENT OF HENRY F. HUBBARD, PERSONNEL OFFICER, DEPARTMENT OF GENERAL ADMINISTRATION, ACCOMPANIED BY GEORGE OLSAVSKY, DISTRICT OF COLUMBIA GOVERNMENT

EMPOYEES DISABILITY COMPENSATION

Senator BYRD. Now, for "General operating expenses," Dr. Hubbard.

Mr. HUBBARD. This is an item of $60,000 which is requested to supplement our previous amount of $230,000 for the payment of disability claims for employees of the District of Columbia government who are injured or acquire occupational diseases in the line of duty.

The reasons for this request are basically five. First, there was a liberalization of benefits under Public Law 86–767, which increased the benefits to employees in case of injury or to their survivors in the case of death. It went into effect in October, 1960. This was so recent that we were unable to get revised estimates into our appropriation request. It is estimated that these costs will increase our existing costs by $30,000 a year.

Secondly, we have as of July 1 new hospital contacts negotiated by the U.S. Public Health Service Outpatient Clinic, over which the District government has no control. These increased hospital rates for our compensation cases by $5,000, or 10 percent.

Thirdly, registered nurse fees have increased from $18 to $20 per day as of March 15 of this year requiring an estimated additional $3,000.

Then the legislative pay increase, the 7½ percent pay bill which went through last year, has increased the compensation benefits since they are based on the proportion of salary when employees are off the regular payroll.

Finally, we had one additional death case in March of 1961, which requires a $3,300 annual payment to the widow.

These total $60,000 and that is our best estimate to the present time, sir.

Senator BYRD. Would you mind giving the committee a breakdown of the $290,800?

Mr. HERMAN. $290,800 was considered previously in our regular restoration and $60,000 is the item for which Mr. Hubbard is testifying now. I can insert a complete breakdown for the record if you would care to have me do so.

Senator BYRD. All right.

(The information referred to follows:)

RECAPITULATION OF FISCAL YEAR 1962 RESTORATIONS AND AMENDMENTS

Summary

Restorations:	
Executive Office	$155,500
General administration	60,600
Regulatory agencies	14,700
Total restorations	230,800
Amendments:	
General administration	60,000
Total amendments	60,000
Grand total	290,800

Requests for restorations by Senate by agency and purpose

EXECUTIVE OFFICE

1. Executive Office of the Board of Commissioners		$88,000
A. Board of Trade	$50,000	
1. Washington, D.C., film	21,000	
2. Printing, posting, literature, signs, bulk postage	29,000	
B. Board of Appeals and Review	38,000	
1. Building code enforcement (4 positions, intermittent employment, supplies, communication services, equipment, and benefits)	38,000	
2. Commissioners' Youth Council		47,900
A. Payment to Board members	10,400	
B. Youth fitness (reduction of 6 positions below base)	37,500	
3. Office of Urban Renewal		14,800
A. 2d Precinct (2 positions and communication services)	14,800	
4. Washington Metropolitan Regional Conference		4,800
A. 1 Secretary and related benefits	4,800	
Total, Executive Office		155,500

DEPARTMENT OF GENERAL ADMINISTRATION

Restorations:	
1. Administrative Services: Space rental for 2d Precinct	12,900
2. Finance: Health benefits consultant	6,000
3. Management: Statistical services (3 positions)	22,500
4. Personnel: Employee disability compensation program (3 positions)	19,200
Total restorations	60,600
Amendment:	
1. Personnel: Employee disability compensation program	60,000
Total, Department of General Administration	120,600

REGULATORY AGENCIES

1. Administration of parole laws, increased staff for		12,900
A. Good Time Release Unit	$6,914	
B. Honorariums for Board of Parole	5,986	
2. Administration of wage, safety, and hour laws—honorariums		1,800
Total, regulatory agencies		14,700

Senator BYRD. The next item is for public safety.

Mr. Herman, who are your witnesses?

Mr. HERMAN. Mr. Ilgenfritz, Director of the Department of Licenses and Inspections, Mr. Ropeshaw, and Mr. Nottingham.

PUBLIC SAFETY, LICENSE AND PERMIT DEPARTMENT

STATEMENT OF J. J. ILGENFRITZ, DIRECTOR, DEPARTMENT OF LICENSES AND INSPECTIONS, ACCOMPANIED BY F. E. ROPESHAW, CHIEF, OFFICE OF ADMINISTRATION; AND C. T. NOTTINGHAM, SUPERINTENDENT, LICENSE AND PERMIT DIVISION

GENERAL STATEMENT

Senator BYRD. Mr. Ilgenfritz, you may proceed.

Mr. ILGENFRITZ. Mr. Chairman. I am here to ask for an amendment to activity 3, which is under licenses and permits. Under this particular activity, I originally asked for $340,800. This included a request for three additional employees. Those employees, if you will remember, were for the administration of the Auto Finance Act and one employee for the Permit Section. The House denied those three employees and recently I appeared before this committee to ask for their restoration in the amount of $19,500. The amendment presently asked for, in addition to the above, is necessary due to enactment of Public Law 86–715, requiring the licensing and bonding of home improvement contractors.

HOME IMPROVEMENT CONTRACTORS AND SALESMEN

Now, this law was passed September 9, 1960, and the required regulations were promulgated on May 11, 1961, which was too late to include in our 1962 budget. Realizing this, the Commissioners set the effective date of those regulations as September 1, 1961, and, therefore, the request which you have before you in the amount of $24,000 for five employees was based on five-sixths of a year instead of a full year. However, due to the lateness of the budget hearings, we find that it would be impossible, of course, to start enforcing those regulations at that time, and the Commissioners have just extended the effective date to January 1 of 1962.

REVISED REQUEST

Therefore, actually, the funds for the five employees should be based on a half year instead of five-sixths and we have revised our figures accordingly. Instead of the $24,000 increase, we are actually asking at this time, then, for a $14,400 increase for five employees for one-half a year.

Senator BYRD. That is in addition to the $19,500, which the House did not allow you and which was included in the restoration request?

Mr. ILGENFRITZ. That is right, sir.

ADDITIONAL POSITIONS

Now, the five employees we are requesting to administer this law are one GS–8 accountant in the Enforcement Section, one GS–7 bonding clerk in the License Section, one GS–7 investigator in the Enforcement Section and two GS–4 clerks, one each in the Enforcement Section and the License Section.

Senator BYRD. Do you have any personnel you could assign to do this work, Mr. Ilgenfritz?

Mr. ILGENFRITZ. No, sir; we do not. We have had so many things of this nature imposed on us in recent years that it is just impossible to stretch any further the personnel that would be required to administer this type of activity.

Senator BYRD. These, then, would be in addition to the GS9 auditor, the GS7 investigator, and the GS9 assistant chief that were included in the restoration request?

Mr. ILGENFRITZ. That is correct, sir.

Senator BYRD. Why do you need two GS7 investigators?

Mr. ILGENFRITZ. I am only asking for one GS7 investigator under the home improvement program that we have before us right now. The other was for the auto licensing finance law.

Senator BYRD. I see; yes.

WORKLOAD

Mr. ILGENFRITZ. Now, these regulations pertaining to the licensing of home improvement contractors contain provisions for bonding, the posting of insurance, the ascertainment of trustworthiness, the issuance of identification cards, and the scrutiny of contracts and investigation of complaints. We estimate by the best means we have available that there will be approximately 2,000 contractors to be licensed and probably 2,000 salesmen to be licensed, making a total of 4,000.

Senator BYRD. Could you tell us something about your backlog of complaints at this time?

Mr. ILGENFRITZ. I cannot tell you about the backlog of complaints in our office. I will let Mr. Nottingham explain that if he can. But I do know that the Better Business Bureau had over 500 of these kinds of complaints last year and no doubt, when these regulations are actually put into effect, those complaints will be transferred over to our Department to handle.

Senator BYRD. Do you think this additional workload can only be handled by an increased investigative staff?

Mr. ILGENFRITZ. Yes, sir; I do.

Senator BYRD. Senator McGee, do you have any questions on this?

Senator MCGEE. I was only interested in this particular item here with perhaps an illustration of the kind of experiences you have had with these home improvement groups that call for this extra vigilance, as it were.

Mr. ILGENFRITZ. Well, Senator, about a year ago, the newspapers ran quite a series of articles which exposed quite a lot of rackets in this type of business, frauds and contractual arrangements that took advantage of innocent people. These regulations are drawn up in an endeavor to try to put a stop to that sort of thing.

A typical example of the type of thing I am talking about—the owner would sign contracts with hidden wording in it, and the first thing you know, he would find that there was a lien on his house and he had made payments and the work was never done. Maybe a few bricks were moved in, some lumber would be moved in and the contractor would start the job and never finish it, with the result that the owner had signed a contract for a great sum of money, had actually paid part of it, and ended up losing practically everything.

SELF-SUPPORTING PROGRAM

Now, I might say also that we have set the fees for these licenses at $20 for a contractor's license and $5 for a salesman's license. We anticipate, if our original estimates are correct, 2,000 and 2,000, that that would bring in a revenue of approximately $50,000.

Senator BYRD. So this is self-supporting?

Mr. ILGENFRITZ. A self-supporting program, yes, sir. It will actually cost us $14,400 for half a year, and we will submit an amended sheet, a breakdown.

(The information referred to follows:)

APPLICATION OF FUNDS

The amount of $14,400 is applied as follows:

	Number requested	Personal services	Other costs	Total
GS-8. Investigator-accountant	1	$2,943	$486	$3,429
GS-7. Bonding clerk	1	2,683	286	2,969
GS-7. Investigator	1	2,683	467	3,150
GS-4. License clerk (typing)	1	2,028	398	2,426
GS-4. Clerk-typist	1	2,028	398	2,426
Total	5	[1] 12,365	2,035	14,400

[1] One-half of fiscal year 1962.

DEFERRAL OF EFFECTIVE DATE

Senator BYRD. Do you think—pardon me, did I interrupt your sentence?

Mr. ILGENFRITZ. I was going to say, of course, that is roughly $29,000 or $30,000 a year to administer this program which we think will bring us in $50,000.

Senator BYRD. Do you think the urgency is such that you could not defer it until January, when we do have a supplemental appropriation bill?

Mr. ILGENFRITZ. I am not asking for this until January. I am asking for funds to be available January 1.

Senator BYRD. You are asking for the money now?

Mr. ILGENFRITZ. Yes.

Senator BYRD. Is the urgency such that you could not wait until a supplemental bill does come before us?

Mr. ILGENFRITZ. No, as far as that is concerned, I can wait. The only thing is we have an act of Congress which puts a certain responsibility, we think, on the Commissioners to enact regulations to control the home improvement businesses.

Senator BYRD. When was the act passed?

Mr. ILGENFRITZ. The act was passed September 9, 1960. As far as I am concerned, I can wait, but I cannot administer that act unless I have some personnel.

Senator BYRD. You have waited until now to put on the additional people. The act was passed last year. You have waited until now to present the request.

APPROVAL OF REGULATIONS

Mr. ILGENFRITZ. Well, you see, Mr. Chairman, as I explained, the act required development of regulations. They were a pretty difficult set of regulations to develop and they were not approved by the Commissioners until May 11 of 1961, which was well after we had prepared our 1962 budget. At that time, we thought that possibly we could get appropriations to start and make the regulations effective September 1 of this year.

Now we know we cannot and the Commissioners have set a new date of January 1, 1962. Naturally, we have to know a little bit in advance what we are going to have in order to administer such a program.

Senator BYRD. Which of the two items, in your opinion, has the greater priority, the $19,500 or the one in behalf of which you are testifying today?

Mr. ILGENFRITZ. The $19,500 has the greater importance by far.

Senator BYRD. General Clarke, do you have anything to say?

General CLARKE. I will say the Commissioners held public hearings on these and I think it is fair to say the public was unanimously and overwhelmingly in support of these regulations. As Mr. Ilgenfritz has pointed out, these arose out of a series of newspaper articles very similar to those with which I am sure you are familiar which dealt with the used car rackets, pointing out the rackets which were existing in the city. It could be deferred, but it is like all these jobs, we have to get to it sometime, and since it is self-supporting, I think the sooner we get into it, the better.

Senator BYRD. Do you have anything else on it, Mr. Ilgenfritz?

Mr. ILGENFRITZ. The reason I gave in my last statement that the $19,500 is to me much more important, is that I already have those regulations to enforce right now. These are deferred and can be deferred right now.

Senator MCGEE. Your judgment from your experience since the enactment of these provisions a year ago, September, you have in your request here a reasonable accurate manpower picture of what is called for. That is the reason for the delay, as I understand your testimony?

Mr. ILGENFRITZ. Right.

Senator MCGEE. It is a matter of starting to grow up with it once this was enacted, to get the feel of it and see how best you could do the job.

Mr. ILGENFRITZ. That is right. I had so many of this type of thing thrown on me in the last few years which we tried to absorb. We had a Charitable Solicitation Act, we had this Auto Finance Act. It has finally gotten to the breaking point that I just cannot stretch these people any further.

Senator MCGEE. I think there is no question of public sentiment on this.

Mr. ILGENFRITZ. No.

Senator MCGEE. I understand you to say that as far as getting to work on it, even if you get to work on it September 1, next week, you would be ready to do it if you had the manpower?

Mr. ILGENFRITZ. That is right.

Senator MCGEE. Therefore, if you do not get this implementation until January, this is in effect a 4-month deferral of something that has been accumulating now, for necessary and understandable reasons, for nearly a year.

Mr. ILGENFRITZ. That is right.

Senator MCGEE. I just wanted to make sure I understand your position.

Mr. ILGENFRITZ. You understand, Senator, that the Commissioners have already by action last week, deferred the date until January 1, 1962.

Senator MCGEE. Yes. I was only questioning the import of your suggestion that in terms of the need being demonstrated on this and the way in which you go at it meaningfully, it was a matter to be tackled now were you equipped to do so.

Mr. ILGRENFRITZ. Yes, sir.

Senator MCGEE. There is no other technical data, for example, that is necessary before you could launch it anyway?

Mr. ILGENFRITZ. No, sir.

Senator MCGEE. Therefore, in effect, it becomes a deferral until January.

Mr. ILGENFRITZ. We are ready to go if we had the people to conduct the program.

Senator BYRD. Thank you, Mr. Ilgenfritz.

DEPARTMENT OF EDUCATION

STATEMENT OF DR. CARL F. HANSEN, SUPERINTENDENT OF SCHOOLS, ACCOMPANIED BY DR. RICHARD R. FOSTER, ASSISTANT SUPERINTENDENT IN CHARGE OF GENERAL RESEARCH, BUDGET, AND LEGISLATION; FRED Z. HETZEL, DIRECTOR OF U.S. EMPLOYMENT SERVICE FOR THE DISTRICT OF COLUMBIA; AND FRANCIS A. GREGORY, ASSISTANT SUPERINTENDENT FOR ADULT AND INDUSTRIAL EDUCATION

TRAINING PROGRAM FOR UNEMPLOYED

Senator BYRD. The next item is the Department of Education. The appropriation for 1961 was $51,652,700. The estimate for 1962 was $54,508,000. The House allowed $53,870,800. The restoration request was for $500,700 and the additional request now is for $58,000, making a total of $558,700.

Is that correct, Dr. Hansen?

Dr. HANSEN. Yes, I believe so.

Senator BYRD. We welcome you again before the committee.

Dr. HANSEN. I am pleased to be here, Senator Byrd and Senator McGee.

May I present Mr. Francis Gregory, who is Assistant Superintendent for Adult and Industrial Education?

Senator BYRD. We are glad to have you with us today.

Dr. HANSEN. He is the man who is going to operate the proposed training program for unemployed men and women, and he has prepared already the outline of the program. I suspect that I might first begin by saying that we are heartily in endorsement of the project. We believe that education is the means to the rehabilitation of the unemployed and that it increases the value of their services to the community and is actually a self-liquidating process.

So we are delighted to be invited to participate in this activity with the Commissioners.

Senator BYRD. I will ask you the same question I have asked some of the others. Why was this not included in the original request?

Dr. HANSEN. I would presume this relates to the history of the problem, the effort to decide what to do about the unemployment—the unemployed in the community—whether to put them on the relief rolls or to reeducate them and find jobs for them. In the process, this plan came into being just within recent weeks as a possible solution to the problem.

Senator BYRD. All right.

Would you like to proceed in justification of the $58,000?

REVISED ESTIMATES

Dr. HANSEN. Before that is done, may I introduce an amendment, if it is permissible, in terms of the cost?

Senator BYRD. Yes, indeed.

Dr. HANSEN. I am doing this really without embarrassment, although we should have made these adjustments before the matter reached this stage.

Senator BYRD. If it is downward, we will be glad to have it. If it is upward, we will take it anyway.

Dr. HANSEN. Thank you, sir.

After careful reexamination of the budget item for the school—and may I say in passing that the staff followed through on general suggestions which we agreed upon, so that this is in no way a reflection of improper budget planning on the part of any of our organization—I find that it is possible to establish our particular phase of this program on something of an austerity basis to see what we can do with less money, so we have eliminated an item having to do with counselor service, my position being that with an assistant director in charge of a program which will involve, say, 10 classes and 200 people at a time, he should be able to do the counseling in connection with the administration of the program. This is particularly appropriate in view of the fact that counselor service is provided in the budget presented for the Welfare Department. So I am presenting a recommendation eliminating this item.

I have also found that we can absorb the custodial service costs of $3,837.

Senator BYRD. You are taking that out?

Dr. HANSEN. Yes. I will present this to the committee.

REDUCTION IN TOTAL REQUEST

One further item is the testing program. Mr. Hetzel, who is director of the U.S. Employment Service, tells me that his department is in a position to supply the testing materials and to conduct the testing program. So this reduces the total request to $46,225.

We may have to come back to you later if I find that I am wrong on this.

Senator BYRD. This would amount to $11,775 reduction from the $58,000?

Dr. HANSEN. That is correct.

Senator BYRD. Would you mind recapitulating the three items?

Dr. HANSEN. Not at all, the counselor item, $6,438; the custodial services, $3,837; and the testing services, $1,500.

Senator BYRD. Leaving your overall supplemental request amounting to what?

Dr. HANSEN. $46,225.

Mr. Gregory can tell you about the program if you would like to get the way it looks now to us.

Senator BYRD. We would like to hear you, Mr. Gregory.

Mr. GREGORY. Thank you, Mr. Chairman.

We have estimated, in connection with the U.S. Employment Service and the Welfare Department, that we could attempt a training program to accommodate 1,200 persons for the first year. In trying to arrive at the level of training, and consequently the nature of the programs, we used as an index a study underway by the U.S. Employment Service for the District of Columbia of a sampling of a little over 5,000 unemployed who had made application for employment, using the percentage breakdown of that group on the basis of skill levels. Accordingly, we have set up a tentative training program on three levels, the unskilled, the semiskilled, and the skilled. And we find—we estimate that on the average, in 30 hours we could condition for employment a person who has interests and aptitudes fitting him for unskilled work. For the semiskilled, we assume that it would take as many as 100 hours, and for a skilled worker who needs refresher training or retraining, an average of 150 hours.

This is an educated guess until we actually select 1,200 trainees and determine the courses that we should establish for them. But it is a rather educated guess, in view of the very careful way in which this study by the Employment Service has been worked out. So we assume that we could run for the first year 7 refresher courses for skilled workers, 20 for semiskilled, and 53 for unskilled workers, and without attempting to determine at this point the precise occupational areas, we have made an estimate of the probable cost of instructional supplies and in that way arrived at the budget as Dr. Hansen has presented it.

Is that sufficient detail?

Senator BYRD. Senator McGee, would you care to ask any questions?

Senator MCGEE. No, I think it is clear from the pictures painted here.

BUILDING REMODELING

Senator BYRD. You have $1,600 here for building remodeling. Would you care to tell the committee something about this item?

Dr. Hansen?

Dr. HANSEN. I think I can do that and Mr. Gregory can supplement it if I am not completely accurate.

It is necessary to convert certain space in the Veterans High School Building for the housing of offices, including the staff to be established by the Welfare Department through this action. And other things are needed to improve the shops and get them into working order for this program. This is the estimate which we have gotten from our Buildings and Grounds Department as to the cost.

Senator BYRD. Do you feel, Dr. Hansen, that this additional $47,000-odd request is of such urgency that it could not be deferred until we do have a supplemental before us?

Dr. HANSEN. I would imagine that the problem is really long delayed as far as the solution is concerned and that the sooner we can begin this program, the better it would be for the people concerned and for the community as a whole. From our point of view, it would seem reasonable to proceed at full speed into this.

Senator BYRD. Would either of the Commissioners care to comment on this request?

General CLARKE. Mr. Chairman, in view of Mr. Duncan's statement this morning, I do not think we could add much more, except that we do feel that this is an approach which has a promise of relieving us of some of the welfare burden in the future. This is the reason we would like to get underway with it as rapidly as possible.

Senator BYRD. Do you think that this item might be subject to a point of order, in view of the fact that the Congress has not yet completed action on the proposed law?

General CLARKE. I will ask Mr. Herman on that.

Mr. HERMAN. This recommendation, Mr. Chairman, is entirely independent of the proposed law. It is one that we consider necessary to the service of the District of Columbia and entirely legal, I believe.

Senator BYRD. I was reading from the justification, the fourth paragraph on page 9:

> The District government does not believe that it should wait until the Congress has completed action on this proposed law—

I assume you are referring to the manpower development act of 1960—

> although it recognizes that its present request for appropriated funds will be reduced if funds are later made available through Federal grants.

Mr. HERMAN. May I have Mr. Cush, my assistant, testify on this?

BUDGET OFFICE

STATEMENT OF FRANK CUSH, SUPERVISORY BUDGET ANALYST

GENERAL STATEMENT

Mr. CUSH. The Manpower Development and Training Act is not legislation that would affect our authority on this problem. It is legislation that, if passed, will make available Federal grant funds for the purpose of training. Further, it is an act that is apparently making Federal grant funds available throughout the entire country.

Senator BYRD. All right. We have already gone into the "Health and welfare" item. So if the committee will suspend and if the witnesses will kindly bear with us, we will suspend until we answer a rollcall, after which we will take up "Highways and traffic."

(Recess.)

HIGHWAYS AND TRAFFIC

DEPARTMENT OF MOTOR VEHICLES

STATEMENT OF GEORGE A. ENGLAND, DIRECTOR, ACCOMPANIED BY WILLIAM J. QUINN, EXECUTIVE OFFICER

RESTORATION REQUEST

Senator BYRD. The appropriation for the Highway Department for 1961 was $10,096,000. The estimate for 1962 was $10,977,000. The House allowed $10,698,700, a reduction of $278,300. The restoration request was for $19,600 and now we have a request for $12,000.

Appearing in justification of the additional request are Mr. George A. England, Director of the Department of Motor Vehicles, and Mr. William J. Quinn, the executive officer.

Mr. England, the committee welcomes you again and you may proceed to direct your remarks to the justification of the $12,000 item.

MERIT RATING PLAN

Mr. ENGLAND. Thank you, Mr. Chairman. The program that I shall discuss is one that has been forced upon us, but fortunately, it is a self-supporting program. In fact, it provides an opportunity for us to make a little profit. In our Department there is a central driver file, which contains the names of some million and a half drivers licensed not only in the District but Maryland, Virginia, and elsewhere.

Over the years, this file has had a great deal of activity, providing information to official agencies and serving as a central clearinghouse for our own traffic volume.

About a year ago, the Superintendent of Insurance in the District of Columbia authorized the insurance companies engaging in the sale of automobile insurance to institute what they call the merit rating plan, which provides for a reduction in the premium for those drivers who maintain a good record.

Now, the only way that such a program can exist is that applications for insurance be cleared through our central driver file. We anticipated the program and asked for one position in our 1962 estimates, which has been allowed by the House. But, in the meantime, the volume of applications has grown far beyond our estimates. They are now running at the rate of 125,000 a year and may exceed that number by the end of this fiscal year. We need a minimum of three positions in fiscal year 1962 to supply this information service.

The $12,000 which we have requested here provides for two additional clerks at grade GS–4, each with a desk and a chair, and, related expenses—retirement, insurance, et cetera—and for a contract for furnishing photocopies of the microfilm which we use in producing these records. It is our minimum budget.

It contemplates payment for these services for only three-quarters of the 1962 year. Of course, we shall have to ask for the balance of the money needed to annualize these services in the 1963 budget which is now being prepared.

Senator BYRD. You think this cannot be deferred?

BACKLOG

Mr. ENGLAND. Mr. Chairman, to give you an idea of the problem, we have been under extreme pressure from the insurance companies to produce these records. Just 2 months ago, we had a backlog of 7 weeks, in other words, it was 7 weeks from the time they asked for a record until we were able to furnish it.

Now, we pulled most of our staff off of other work and have caught this program up to a point where we now can supply a record in 10 days. But to offset that, we are 2 months behind in posting violations to these same records. So the record they are getting today does not reflect the driving performance of this individual for the past 2 months.

TRAFFIC SAFETY

In addition to that, we are letting slip our work in Traffic Safety—that is, eliminating these unsafe drivers from the streets in order to carry this load for the insurance companies.

Frankly, if it were a choice between the two programs, I would say that we should give our greatest effort to taking off the bad drivers, but we are caught between these two demands and are trying both to keep the insurance people happy and to keep our other program going. We need these two additional jobs badly.

SELF-SUPPORTING PROGRAM

Senator BYRD. This is a self-supporting item?

Mr. ENGLAND. It is a profitmaking item, yes.

To give you an idea of the self-supporting aspects of it, we estimate this year 125,000 applications for copies of traffic records. They sell at 50 cents apiece, so that the three clerks requested will bring in some $62,500 in revenue; it is a profitmaking thing and a good service. It provides for the first time a financial reward for good driving and we would like to see the program continue and would like to be a part of it, sir.

Senator BYRD. General Clarke?

General CLARKE. No, sir, I endorse thoroughly what Mr. England has said. The volume of business has just gotten beyond what he can handle.

Senator BYRD. Why was this not in the original request?

Mr. ENGLAND. As I mentioned, the plan has been only approved about a year, since we prepared our 1962 estimate.

Senator BYRD. All right, if Senator McGee has no further questions, we will move on.

Thank you, sir.

We will move on to miscellaneous items.

MISCELLANEOUS ITEMS

STATEMENT OF MILTON D. KORMAN, ACTING CORPORATION COUNSEL, ACCOMPANIED BY JOHN A. EARNEST, CHIEF, CIVIL PROCEEDING DIVISION, OFFICE OF THE CORPORATION COUNSEL; AND JOHN P. SYKES, DEPUTY BUDGET OFFICER

SETTLEMENT OF CLAIMS AND SUITS

Senator BYRD. Mr. Milton Korman, Acting Corporation Counsel.

Mr. Korman, we are glad to have you back.

Mr. KORMAN. Thank you, sir, I am glad to be back.

Sir, I am only involved in a small part of that total amount you have there. The Office of Corporation Counsel is asking for $17,187.87. I believe the amount that may be on the papers that you have is something like $950 less than that.

I understand that in the copy that was presented to the committee, there is a typographical error and one of the items that was left out was a $950 settlement.

Excuse me, I would like to present Mr. John A. Earnest, who is Chief of our Civil Proceedings Division.

Senator BYRD. Mr. Earnest, we are glad to have you with us today.

Mr. KORMAN. These items all represent settlements of claims or lawsuits which we have had pending and where we have arrived at agreements with counsel representing claimants or plaintiffs as the case may be. Those under $1,000, the Corporation Counsel has the authority to settle on his own by delegation from the Commissioners. Those over $1,000 have been presented to the Commissioners for their approval and have been approved by them. The $17,000 that was asked for is, of course, much, much less than the amounts that were asked.

Senator BYRD. What is the amount being asked for?

Mr. KORMAN. $17,187.87.

Senator BYRD. Does that include the correction you have made?

Mr. KORMAN. Yes, sir, it does. The amount I think which was submitted was $16,000 and something.

Mr. SYKES. The total amount asked for is correct. It is just in the detailed listing of suits, we left out one item of $950. So the amount, $17,000 plus, requested is correct.

Senator BYRD. I do not believe we have you identified for the record.

Mr. SYKES. I am John Sykes, Deputy Budget Officer.

Senator BYRD. These items have not been presented to the House. We will have to talk to the House conferees, as you know, and want to be sure we have the correction made.

Mr. SYKES. We will correct it in the record.

Mr. KORMAN. If the committee desires, I have here the records of the opinions that were written recommending a settlement in each one of the cases and I will give you the details of them, each one of the settlements. They are in small amounts that run from, oh, about $350 up to $3,000, I think, is the highest one of the settlements.

Senator BYRD. Three thousand dollars, yes.

Mr. KORMAN. If the committee would like, I will be glad to detail any one of these.

Senator BYRD. I think Mr. Korman, if you have something that the committee could keep in its files for reference purposes, we will be satisfied.

Mr. KORMAN. We have in the record now a sheet which briefly outlines the nature of each claim. For instance, the first one on the list is that of *Butler* v. *the District of Columbia*. That was a lawsuit. It was a claim for personal injuries. As you may see from the record there, there was a suit for $3,000. The injuries were lacerations and injury to the left shoulder, chest, whiplash injury to neck, and shock.

Senator BYRD. Did you say this was *Butler* v. *the District*?

Mr. KORMAN. Maybe I should not have mentioned that. That was the one that was left off. I am sorry, sir.

On the other hand, perhaps it is good that I did mention that one because it now gets into the record.

That was one which resulted from a collision between a Diamond taxicab which was southbound on 11th Street coming into New York Avenue NW., and a police vehicle which was going west on New York Avenue and turning right into 11th Street and struck the standing taxicab.

The claim was by the passenger in the taxicab. The suit was for $900 and after some discussion—I am sorry, the suit was for $3,000. After some discussion, we agreed with counsel for the plaintiff to settle for $950. That, I would say, is typical of the various items you have on there. This is my file copy. I think you have the record there, but if you do not, I will see that it is filed in the record.

(The information referred to follows:)

The accompanying estimate of appropriation of $17,188 is submitted in order to pay claims which are in excess of $250 each, as follows:

Settlement of claims and suits

Claimant	Nature of claim or suit	Amount of claim or suit	Amount of settlement
Bumparus v. *D.C.*	Personal injuries (bruised face, sprained left thumb and hand, mild concussion), as the result of fall in hole in public sidewalk at 1440 Q St. NW., on Jan. 13, 1960.	$3,000.00	$425.00
Marie E. Sherman v. *D.C.*	Personal injuries (abrasion contusion of forehead, both eyes, fractured nose, and sprain of right wrist), sustained from fall on public sidewalk abutting 157 D St. SE., on Oct. 30, 1959.	3,000.00	700.00
Robert Costello v. *D.C.*	Personal injuries (fracture of right external malleolus) sustained when plaintiff stepped into depression in the gutter of Western Ave., in front of the Blessed Sacrament Church, on Oct. 20, 1957.	5,000.00	350.00
Sayih v. *D.C.*	Personal injuries (dislocation of right shoulder), sustained as the result of a fall in a tree box space in front of 1432 Webster St. NW., on Mar. 28, 1960.	1,950.00	500.00

Settlement of claims and suits—Continued

Claimant	Nature of claim or suit	Amount of claim or suit	Amount of settlement
Shefferman v. *D.C.*	Personal injuries (fracture of 2d and 3d metatarsal bones of right foot), received as the result of fall in tree box space in front of 3618 Connecticut Ave. NW., on Aug. 8, 1958.	$25,000.00	$1,000.00
Juliette v. *Tarter*	Personal injuries (abrasions and lacerations to face and bruises on arms and legs), from fall on sidewalk (public) near 2331 Cathedral Ave. NW., on July 4, 1960.	1,097.00	300.00
Julia A. VanDemark	Damage to automobile and personal injuries (strain of neck and upper back muscles), as the result of being struck in the rear by a truck which was struck in the rear by a Department of Corrections truck on Baltimore Blvd and Edgewood Rd., Md., on Jan. 16, 1958.	5,000.00	350.00
Gerald R. and Patricia A. Galvin	Damage to property at 3144 Westover Dr. SE., caused by broken fire hydrant lead, on Sept. 9, 1960.	2,785.50	1,700.00
Washington Gas Light Co. (Gertrude Koenigsberg).	Claim for personal injuries (fractured left foot), from fall on public sidewalk at intersection of 12th and E Sts. NW., on Mar. 18, 1960.	Unstated	450.00
Jessie D. Johnson v. *D.C.*	Personal injuries (bruises and fracture of right wrist), sustained from fall on public sidewalk at northeast corner of 6th and H Sts. NW., on July 26, 1954.	75,000.00	600.00
Rose A. and Thomas Hall v. *D.C.*	Personal injuries (contusions of nose, bruising of shoulder, fracture of both nasal bones, and osteoarthritic changes to neck and right shoulder), when female plaintiff fell on public sidewalk in 1400 block of G St. NW., on May 15, 1958. Male plaintiff claimed for loss of consortium.	30,000.00	2,000.00
Warde v. *D.C.*	Personal injuries (fracture of right ankle), resulting from a fall on raised and broken section of public sidewalk, on January 9, 1958, on 13th St. NW., between E and F Sts., south of entrance to Warner Theater.	25,000.00	3,000.00
Wymard v. *D.C.*	Personal injuries (fracture of left ankle), sustained as result of fall on public sidewalk on Prospect Ave. and Bank St. NW., on December 5, 1956.	15,000.00	2,000.00
Burnette v. *D.C. and PEPCO*	Personal injury (concussion of brain, contusion of left cheek with fracture of 6th rib), and damage to auto sustained when car struck an electric power pole at Naylor Rd. and Southern Ave. SE., on July 9, 1958.	50,000.00	1,750.00
M. Esther England	Personal injuries (2 broken teeth), as result of fall on sidewalk in the 3300 block of Connecticut Ave. NW., on Jan. 22, 1959.	330.53	330.53
Louis S. King	Damage to 1953 Oldsmobile convertible coupe when struck by Department of Highways and Traffic stump removal crane in front of premises 1409 Decatur St. NW., on Nov. 7, 1960.	425.00	425.00
Edward C. Morris	Damage to auto when struck by District vehicle assigned to the Executive Office on July 28, 1960, on E St. and West Executive Dr. NW.	357.34	357.34
Butler v. *D.C., et al*	Personal injuries (lacerations, injury to left shoulder, chest, whiplash injury to neck, and shock) when the Diamond Taxi in which she was passenger was struck by police vehicle on New York Ave. and 11th St. NW., on Dec. 31, 1959.	3,000.00	950.00
Grand total			17,187.87

Senator BYRD. Mr. Sykes, is there anything further you would like to speak to?

Mr. SYKES. On this particular thing?

Senator BYRD. Yes.

Mr. SYKES. No, sir.

Senator BYRD. Does that complete our list of witnesses?

Miss MIZEN. Yes.

Senator BYRD. Senator McGee, do you have any questions?

Senator MCGEE. If that bell means school is out——

Senator BYRD. Mr. Herman, do you have any questions?

Mr. HERMAN. No, sir.

Senator BYRD. General Clarke?

General CLARKE. No, sir; except to thank the committee again for the time they have put in on our budget. I think as Commissioners, we have learned things through this study of the budget and there will be some revisions in procedures. I know I speak for both Mr. Duncan and myself and I am sure for Mr. Tobriner that as a group, next year when we come back, we hope we will be better prepared.

Senator BYRD. Thank you, General Clarke. I think you have been pretty well prepared, anyhow.

General CLARKE. Thank you.

Senator BYRD. Mr. Duncan, would you care to wind this up?

Mr. DUNCAN. I do not think so, except to say thanks also and to add one little thing to what General Clarke said, that it is hoped that the chairman and his committee will find a little time between the dates of budget to confer with us. We hope to do that. I know I have some things in my mind I would like to discuss with the subcommittee.

Senator BYRD. Mr. Duncan, you can be sure the committee will welcome the privilege and opportunity and the pleasure of conferring with the Commissioners.

I wish to thank my colleagues on the subcommittee for serving with me during these hearings and I thank the Commissioners and thank you, Mr. Herman, and I thank the witnesses. We are very appreciative of the labors of our staff members and we trust that something good will come out of our extended deliberations.

I would like to include in the record at the close of the hearings on the Public Welfare Department a table showing the number of applications completed and the number and percentage approved for the years 1956 through 1960.

(The table referred to appears on p. 774.)

Senator BYRD. I would like to insert at that same point in the record the table showing the number of cases closed for the years or the period 1956 through 1960, a table showing the average number of cases assisted monthly, and the cost to the District by years, 1956 through 1960, a comparison of the estimates, 1961 and 1962, a table presenting the average number of cases receiving assistance for the fiscal years 1956 through 1961, a table showing the average monthly assistance grants by category for fiscal years 1956 through 1961, a table of the public assistance grants for the years 1945 through 1950.

Senator MCGEE. Mr. Chairman, I have just acquired an appreciation of the role of the middleman in the operation.

Senator BYRD. Well, the middleman is a very important man in our society, Senator McGee, as you well know.

DISTRICT OF COLUMBIA TEACHERS COLLEGE

Senator Schoeppel wishes to insert in the record a statement on the District of Columbia Teachers College.

(The statement referred to appears on p. 340.)

Also, I believe we have a letter in response to our request for information concerning window breakage.

(The letter referred to appears on p. 319.)

Senator BYRD. We have a letter from Dr. Hansen, I believe, which will be inserted at the appropriate place in the record.

(The letter referred to follows:)

SUPERINTENDENT OF SCHOOLS,
Washington, D.C., August 24, 1961.

The Honorable ROBERT C. BYRD,
U.S. Senate, Washington, D.C.

DEAR SENATOR BYRD: I appreciate the opportunity to make a further response to the question relative to the possibility of absorbing from savings the Teachers College item of $15,100 approved by the House for two teaching positions and clerical services in the Teachers College. While it is correct that approximately $96,000 less was spent than the amount authorized in fiscal 1961 in activity 3, this savings comes about because of the deliberate plan on the part of the administration and the Board of Education to operate at the most economical level possible and at the same time to reserve salaries left vacant by reducing the staff at the college for the implementation of the junior college plan now before the Congress.

In 1959, the Board of Education proposed legislation to the Commissioners to expand the Teachers College program to include a 2-year junior college offering. In this proposal, a commitment was made by the Board of Education to operate and expand these services without additional appropriation for the first 2 years through the accumulation of vacant positions at the Teachers College. If these positions and the funds to support them are reduced then the Board of Education may be unable to fulfill its commitment for expansion of these services without the necessity of increasing appropriations. It is for this reason that we take the position that the amount for activity 3, approved by the House of Representatives should not be reduced.

Respectfully submitted,

CARL F. HANSEN, *Superintendent of Schools.*

(The following statement was received by the committee subsequent to the close of the hearings at which the outside witnesses appeared:)

STATEMENT OF THE GREATER WASHINGTON CENTRAL LABOR COUNCIL

Submitted by J. C. Turner, president

Traditionally, the trade union movement of our country has sought to improve the conditions and enlarge the opportunities of all our people. This tradition goes back to the early colonial days, long before we were a nation. The records show that in the 17th century, before there was a national movement, the local organizations of many trades carried on their program of civic development. During the Revolution the members of the guilds and skilled craft organizations played a significant role. We are proud of that record; we are proud of how the record has grown since the pre-Revolutionary days. We appeal today for your help in protecting these humanitarian and social interests for which we have stood since the early days of our national history.

Today, in making our appeal for more nearly adequate appropriations we are limiting our presentation to three fields: Education; library; and public welfare. In the field of education we plead for the most essential facilities to make possible the maintenance of our schools at a somewhat more nearly adequate level than the House appropriation could afford.

First of all, we plead for more teachers. The appeal made by our school officials for 17 elementary schoolteachers and 14 junior high schoolteachers is to meet an absolutely essential need in the conduct of our schools. We cannot

compute the number of necessary teachers strictly on an average class basis. In some areas in the city classes may be small at certain level, in other areas classes may be overwhelmingly large at the same level. Yet, obviously, there is no such thing as an average for these classes; an average which could be justly and accurately computed. It is only by fixing an absolute maximum for class size that a just figure can be reached.

At this time we beg earnestly that the appeal for 12 elementary school counselors find expression in 12 additional elementary schoolteachers over and above the 17 requested. We do this because there is no clear job analysis or description of the work of an elementary school counselor. In fact, we think the entire field of counseling needs an analysis in terms of functional operations. We wish this committee would ask for such an analysis and description. Such a report would have educational value for many communities.

When we asked what the elementary school counselor would do, we were told she would be a visiting teacher, a social worker, a psychologist; a specialist in many lines. We would then ask why not call the person who is to do this work by the name which accurately describes the work and have that description show what elements are involved in each step of each operation.

We know from the reports of our own children in the high schools that counselors in one school, any school, do not perform the same kind of services that other counselors do today. We believe that the first step in improving this work would be a clear analysis of the functions involved and of the methods by which the duties are performed.

In regard to the request for counselors in a new school, obviously it would not be fair to deny one senior high school the counselors which are granted to the other schools.

We find a request for a followup study in regard to the work of senior high counselors. We would respectfully suggest that a committee of teachers who themselves must work with the counselors could prepare such a followup study which conceivably would have greater value than a study made by a counselor without the necessary collaboration with classroom teachers. We would ask further that money for additional supervisors in the elementary schools be channeled, at this time, to reducing the load now placed on teachers doing specialized work for either the superior or the retarded child. We have such faith and confidence in our professionally qualified teachers that we would ask that they be helped in their work by having a reduction of load rather than by having more supervisors placed over them.

We concur most heartily in the request for a program providing additional clerical and secretarial services for the school system. We would urge that more clerical and secretarial services be given teachers rather than more supervision. We believe in this way the quality of the teaching would be far better developed.

We concur heartily in the recommendations for improving grounds and maintenance. In this connection we would point out that our faith in the administrative work of Dr. Carl Hansen is so high that we recommend to you the acceptance of his analysis of nonprofessional administrative duties and ask that you commend him highly for his professional leadership.

As this very practical report emphasizes to you, we place our appeal strongly on the meeting the needs of professional teaching, increasing the number of teachers and affording them every opportunity to give their full time to classroom teaching rather than clerical work which is so heavily assigned them today.

We concur heartily also in the request for the sorely needed construction aid. Please, we implore, expand on the badly limited House appropriation.

AN APPEAL FOR ADEQUATE FUNDS FOR THE PUBLIC LIBRARY OF WASHINGTON, D.C.

To us in the Washington Central Labor Union, it is completely logical to consider the necessary appropriations for our public libraries as a part of our education program and as a part of our program for the fight against juvenile delinquency.

Our labor movement in Washington has approached the question of adequate funds for our public library in the context of history and social progress. The labor movement is deeply appreciative of the growth and development of the public library system in our country, and our local labor movement, representing hundreds of thousands of working men and women, is deeply interested in the library advantages which the greater Washington area affords.

If you would look back to the record to the time when Thomas Jefferson, while serving as President of the United States, served also as president of the Board

of Education of the District of Columbia, you will find his recognition of a library program as an essential part of an education program. So, in historic context this appeal is not a new one for us.

In terms of the present program we are particularly conscious of the good fortune we have to have this program conducted by a board of trustees of dedicated, scholarly citizens and to have the policy which this board evolves administered by an exceedingly capable professional leader, Mr. Harry Peterson.

We concentrate our appeal at this time to one major objective. We would particularly point to the city's great need for $422,000 as a part of the 1962 appropriation, for the construction of the proposed new Capitol View Branch of the District of Columbia Public Library.

A recent estimate based on the 1960 census shows that there are approximately 35,000 people living in this area. No other public library facilities are available in this area except the bookmobile, and service to our schools.

The need for a branch library in this area is evident from the use made of the bookmobile facilities. This use was so heavy at the East Capitol and 53d Streets stop that it was necessary to establish another stop at Division Avenue and Foote Street NE., to handle the heavy demands. The combined circulation of these two stops for the Capitol View area was 42,945 in fiscal 1961, which is the highest demand of any area in the city. The next closest bookmobile circulation was 29,923 for Chillum.

In eliminating the construction money the House Subcommittee on District of Columbia appropriations stated:

"The committee has denied the request of $422,000 for construction of the Capitol View Branch Library. Approval of site acquisition was granted by the Congress last year in a supplemental bill but inasmuch as the site has not yet been acquired, the committee has denied the construction funds. It has, however, approved $35,000 for plans and specifications for this branch library."

We would point out that the record shows that the delay in acquisition of the Capitol View site was due to the difficulty of financing the 1962 Second Supplemental Appropriation. However, since the hearings before the House Subcommittee on District of Columbia Appropriations, press reports indicated that the District of Columbia Budget Office advised the library officials that funds are available for purchase of the Capitol View site and to proceed immediately with the purchase. Acquisition of this land for a library site has in this manner been initiated.

We have been told that the District of Columbia Department of Buildings and Grounds has indicated that test borings and preparations of plans and specifications can be done concurrently and completed by February 15, 1962. Getting bids and the award of a contract for construction will take about 6 weeks, allowing construction to begin about April 1, 1962, with an estimated completion date of February 1–15, 1963.

This is almost exactly the same situation which prevailed a year ago with respect to construction of the Benning Branch. At that time restoration of the money for this construction was asked and the request was approved and included in the Appropriation Act of 1961. Construction of that branch actually began 1 month earlier.

Postponing the begining of construction from April 1, 1962, until after July 1, 1962, will mean the loss of several months of valuable spring and summer construction weather. If construction is started in April, the possibilities of delays because of inclement weather is extremely remote, and the building will be under cover by the winter months. This is not likely if construction begins in July or after. There would be an even greater loss of time if the appropriation bill were not signed until after July 1, 1962.

We have heard that construction funds for both the Capitol View branch and the Palisades branch have been tentatively included in the 1963 budget request now being prepared by the District of Columbia Commissioners. If funds cannot be made available in fiscal year 1962 for Capitol View, this is the next best arrangement, assuming Congress appropriates the money. At this rate the District of Columbia Public Library branch development program will go forward more or less as scheduled.

However, from the point of view of good business it would seem to us to be better to construct and equip one branch a year instead of two in 1 year. There is a great deal of work involved in equipping a new branch building; selecting, purchasing, and processing the thousands of books needed; and in preparing for dedication exercises. Furthermore, this work has to be accomplished by the

regular staff, since personnel for a new branch does not become available until shortly before the agency opens.

In view of the considerations here set forth, we would respectfully request that $422,000 be restored to the 1962 budget for the construction of the Capitol View Branch of the District of Columbia Public Library. This will provide a service that is badly needed. The new branch will improve the educational opportunities for the people living in this part of the city. Here we would emphasize a point already made by other witnesses: The availability of library facilities, and particularly the having of a library conveniently located in the neighborhood is a significant crime deterrent. As social workers have here testified, the availability of a public library in this neighborhood will doubtless contribute to a lessening in juvenile delinquency as it will make available facilities for the creative use of young people's time.

We plead with you to recognize the tremendous importance of giving Washington this library now.

AN APPEAL FOR RESTORATION OF FUNDS FOR THE DEPARTMENT OF PUBLIC WELFARE

We beg of this committee that no cuts be allowed to stand which would put our city in the position of trafficking in human welfare. Practically all of the funds allocated for this work have been set aside for giving assistance to persons who are dependent on the community and unable to take care of themselves: children, old men and old women, the blind, and the totally disabled. We believe that nothing that we could add to the appeal so ably made by Mr. Gerard M. Shea could improve his statement. All we can do is to plead for special help for unfortunate children. In Mr. Shea we have another public servant who is dedicated to the task assigned him; whose heart beats warmly for those in need whom he tries to help. At the same time, Mr. Shea has shown that he is a calm, cool, collected administrator who seeks to develop programs through which to help more and more men and women become independent and not require the need which the community is now morally bound to give.

We would particularly emphasize his plea for health care for the children in Junior Village. Even before the infirmary unit was opened, it was overcrowded; it has remained overcrowded, only the overcrowding has grown from week to week, month to month, and year to year. Today, the overcrowding produces extra risks among the children through the contagious children's diseases. We implore you to restore to the full level asked for, every request for aid for the children, unfortunately compelled to live in Children's Village.

We are happy to note the deep interest of the Department of Public Welfare in trying to help proper resettlement for displaced families.

We note with considerable interest the program offered for training and retraining at the Children's Center. At this point, I would offer the committee the cooperation of the Greater Washington Central Labor Council in planning a sound training program. We want the training program to be educationally and socially sound; we want the children helped; not simply their families hurt. We want the young and the adult workers made aware of performance standards which labor demands of its apprentices before they become journeymen. And we should like to see similar performance standards held before all who would seek to join the ranks of our labor movement, when equipped to do so, and, thereby, to enjoy the protection from exploitation which our movement would try to afford them. May we suggest that there be definite recognition of cooperative work in the training program to maintain standards of production and standards of wages to assure the child's not being exploited and to assure his getting the best possible training and orientation for what we hope may become a life career.

These appeals for the protection of our less fortunate fellow citizens we make in keeping with our highest national traditions and our most profound faith that in a democracy the hungry will be fed and every child will be cared for.

In closing, we would point out to you how extremely fortunate the citizens are to have the three departments of local government for which we plead at this time, as ably led as they are today. Dr. Carl Hansen, Superintendent of Public Schools, Mr. Harry Peterson, Public Librarian, and Mr. Gerard Shea, Director of Public Welfare, all are dedicated, able men who serve with distinction and completely merit the high confidence which all thoughtful citizens of Washington place in them. May such leadership continue to be our privilege.

EQUIPMENT ITEM

(See p. 506)

Amount allowed for this item in 1961, $18,152.

Amount requested for new workers in the general 1962 equipment request as follows:

For 10 urban renewal workers (includes desks, chairs, typewriters, tables, bookcases, dictating machines, transcribers):

From local funds	$3,414
From Federal funds	1,606
Total	5,020

For 6 social workers, equipment similar to above:

From local funds	1,415
From Federal funds	867
Total	2,282

WINDOW BREAKAGE

PUBLIC SCHOOLS OF THE DISTRICT OF COLUMBIA,
Washington D.C., August 13, 1961.

Hon. ROBERT C. BYRD,
U.S. Senator from West Virginia,
U.S. Senate, Washington, D.C.

DEAR SENATOR BYRD: The following list of schools are the schools having the highest total number of window lights or panes broken as of August 1, 1961:

School	Address	Number of panes
Eliot Junior High	18th St. and Constitution Ave NE	446
Mott Elementary	4th and W Sts. NW	415
Garfield Elementary	25th St. and Alabama Ave. SE	288
Logan Elementary	3d and G Sts. NE	288
Barnard Elementary	Decatur between 4th and 5th Sts. NW	265
Richardson Elementary	53d and Blaine Sts. NE	260
Kelly Miller Junior High	49th and Brooks Sts. NE	255
Paul Junior High	8th and Oglethorpe Sts. NW	255
Phelps Vocational High	24th and Benning Rd. NE	228
Buchanan Elementary	13th and E Sts. SE	215

I shall be glad to furnish any further information upon request.

Respectfully yours,

JOHN M. RIECKS,
Assistant Superintendent in Charge of Buildings and Grounds.

CONCLUSION OF HEARINGS

Senator BYRD. The committee is adjourned.

(Whereupon, at 4:05 p.m., Wednesday, August 23, 1961, the hearing was adjourned, subject to the call of the Chair.)

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