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LEGISLATIVE BRANCH APPROPRIATIONS, 1965

GOVERNMENT

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HEARINGS BEFORE A SUBCOMMITTEE OF THE COMMITTEE ON APPROPRIATIONS UNITED STATES SENATE

EIGHTY-EIGHTH CONGRESS

SECOND SESSION

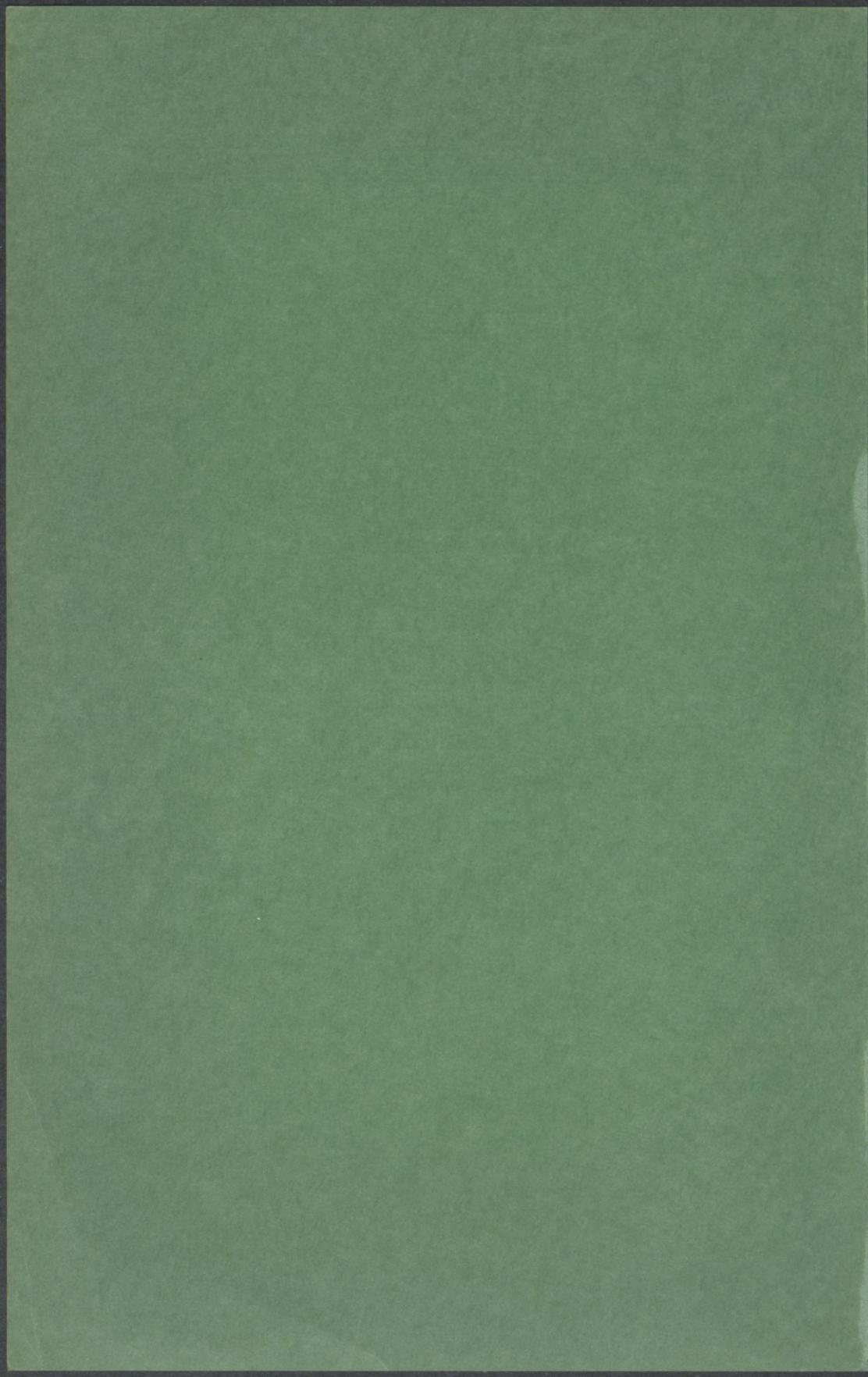
ON

H.R. 10723

MAKING APPROPRIATIONS FOR THE LEGISLATIVE BRANCH
FOR THE FISCAL YEAR ENDING JUNE 30, 1965, AND
FOR OTHER PURPOSES

Printed for the use of the Committee on Appropriations





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LEGISLATIVE BRANCH APPROPRIATIONS FOR 1965

FRIDAY, APRIL 17, 1964

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

The subcommittee met at 8:30 a.m., pursuant to call, in room 1223, New Senate Office Building, Hon. A. S. Mike Monroney, chairman, presiding.

Present: Senators Monroney, Hayden, and Saltonstall.

LIBRARY OF CONGRESS

STATEMENTS OF L. QUINCY MUMFORD, LIBRARIAN OF CONGRESS; RUTHERFORD D. ROGERS, DEPUTY LIBRARIAN OF CONGRESS; JOHN W. CRONIN, DIRECTOR, PROCESSING DEPARTMENT; ROY P. BASLER, DIRECTOR, REFERENCE DEPARTMENT; LEWIS C. COFFIN, LAW LIBRARIAN; ROBERT C. GOOCH, DIRECTOR, ADMINISTRATIVE DEPARTMENT; ABRAHAM L. KAMINSTEIN, REGISTER OF COPYRIGHTS; HUGH L. ELSBREE, DIRECTOR, LEGISLATIVE REFERENCE SERVICE; WILLIAM J. WELSH, ASSOCIATE DIRECTOR, ADMINISTRATIVE DEPARTMENT; ROBERT S. BRAY, CHIEF, DIVISION FOR THE BLIND; ROBERT D. STEVENS, COORDINATOR, PUBLIC LAW 480 PROGRAM; AND WILLIAM W. ROSSITER, BUDGET OFFICER

1965 BUDGET PRESENTATION

Senator MONRONEY. The Legislative Subcommittee on Appropriations will be in session.

The subcommittee will consider today the appropriations requested by the Library of Congress. The total appropriations requested by the Library for fiscal year 1965 are in the amount of \$23,959,300 and the House of Representatives has allowed \$23,419,100.

The amount allowed by the House is over the appropriations for the current fiscal year in the amount of \$2,930,300. These figures include a supplemental estimate in the amount of \$211,700 for which the House allowed \$180,000.

I will insert into the record at this point several summary tables from the justifications. You may proceed to make your presentation.

(The information referred to follows:)

TABLE I.—Comparative summary of appropriations and appropriation estimates

	1964 approp- riation	1965 requested	Increase or decrease 1965 over 1964
Salaries and expenses, Library of Congress.....	\$9,726,000	\$10,790,000	\$1,064,000
Salaries and expenses, Copyright Office.....	1,781,000	1,828,000	47,000
Salaries and expenses, Legislative Reference Service.....	2,119,000	2,308,000	189,000
Salaries and expenses, distribution of catalog cards.....	¹ 3,253,700	² 3,572,800	319,100
Books for the general collections.....	670,000	670,000	-----
Books for the law library.....	110,000	110,000	-----
Salaries and expenses, books for the blind.....	1,900,000	2,446,000	546,000
Salaries and expenses, organizing and microfilming the papers of the Presidents.....	112,800	112,800	-----
Preservation of American motion pictures.....	50,000	50,000	-----
Total, regular appropriations.....	19,722,500	21,887,600	2,165,100
Collection and distribution of library materials (special foreign currency program).....	978,000	1,860,000	882,000
Total.....	20,700,500	23,747,600	3,047,100

¹ Includes supplemental request of \$211,700.² Includes budget amendment of \$132,800.

TABLE II.—Summary of budgeted positions, 1963, 1964, 1965

Appropriation title	1963 total number	1964 total number	1965 total number
Salaries and expenses, Library of Congress.....	1,253	1,276	1,363
Salaries and expenses, Copyright Office.....	247	252	252
Salaries and expenses, Legislative Reference Service.....	215	220	228
Salaries and expenses, distribution of catalog cards.....	319	¹ 372	² 393
Salaries and expenses, books for the blind.....	31	33	36
Salaries and expenses, organizing and microfilming the papers of the Presidents.....	19	15	15
Preservation of American motion pictures.....	1	1	1
Salaries and expenses, revision of Annotated Constitution.....	2	-----	-----
Collection and distribution of library materials (special foreign currency program):			
U.S. personnel.....	4	9	12
Native personnel.....	59	94	129
Total.....	2,150	2,272	2,429

¹ Includes 41 positions requested in supplemental.² Includes 15 positions requested in budget amendment.

NOTE.—The total number in each instance includes the full-time equivalent of part-time positions.

TABLE III.—Summary of increases and decreases, 1965 estimates

	Salaries and expenses, Library of Congress	Copyright Office	Legislative Reference Service	Distribution of catalog cards	Books for the blind	Total
INCREASES						
To maintain present level of staff and service in 1965:						
Grade increases, wage-board increases, and reallocations.....	\$139,547	\$21,918	\$37,186	\$34,253	\$3,086	\$236,570
Annualization of pay raise costs (including personnel benefits).....	169,026	31,354	40,324	31,585	3,849	276,138
Annualization of positions (including personnel benefits).....	42,013	-----	8,285	-----	-----	50,298
Accident compensation.....	11,970	-----	-----	-----	-----	11,970
Replacement of car.....	4,000	-----	-----	-----	-----	4,000
Subtotal.....	366,556	53,272	85,795	65,818	7,535	578,976
To meet increased prices: Printing and binding, increased charges by Government Printing Office.....	4,000	-----	-----	16,000	-----	20,000
Total to maintain present operating level.....	370,556	53,272	85,795	81,818	7,535	598,976
To meet increased workload, to strengthen service, and to reduce arrearages:						
Salaries, new positions.....	1,585,431	-----	\$ 103,479	\$ 124,513	\$ 13,292	\$ 827,715
Personnel benefits, new positions.....	44,913	-----	7,471	9,574	997	62,955
Annualization of positions included in supplemental (including personnel benefits).....	-----	-----	-----	126,159	-----	126,159
Telephone service.....	12,800	-----	-----	-----	-----	12,800
Rental of space.....	19,370	-----	-----	81,875	-----	19,370
Printing and reproduction.....	51,000	-----	-----	-----	-----	132,875
Publication contracts and Braille handicopy process.....	-----	-----	-----	-----	38,000	38,000
Supplies and materials.....	10,000	-----	-----	1,000	-----	11,000
Books and library materials.....	-----	-----	-----	-----	487,000	487,000
Total to meet increased workload, etc.....	724,514	-----	110,950	343,121	538,289	1,717,874
Total increases, regular appropriations.....	1,095,070	53,272	196,745	424,939	546,824	2,316,850
DECREASES						
Extra day.....	-31,298	-5,969	-7,527	-6,839	-824	-52,457
Seventh edition, subject headings.....	-----	-----	-----	-99,000	-----	-99,000
Total decreases.....	-31,298	-5,969	-7,527	-105,839	-824	-151,457
Net increases, regular appropriations.....	1,063,772	47,303	189,218	319,100	546,000	2,165,393
Collection and distribution of library materials (special foreign currency program):						
Foreign currencies.....	-----	-----	-----	-----	-----	\$ 819,000
U. S. Dollars.....	-----	-----	-----	-----	-----	+ 63,000
Total, special foreign currency program.....	-----	-----	-----	-----	-----	882,000
Net increases.....	-----	-----	-----	-----	-----	3,047,393

^e 35 positions.

NOTE.—Appropriations with no increases: Books for the General Collections, \$670,000; Books for the Law Library, —\$110,000; Papers of the Presidents, \$112,800; and American Motion Pictures, —\$50,000.

187 positions.
28 positions.
321 positions.
43 positions.
119 positions.

JUSTIFICATION FOR POSITIONS

Senator MONRONEY. I will insert in the record at this point a summary of the budgeted positions from 1963 through 1965, the House allowance for 1965 and the employment in each category as of March 29, 1964.

(The information referred to follows:)

Summary of budgeted positions 1963, 1964, 1965, House allowance 1965, and employment Mar. 29, 1964

Appropriation	1963	1964	1965	Increase, 1965 over 1964	House allow- ance	Empley- ment as of Mar. 29, 1964
Salaries and expenses, Library of Congress	1,253	1,276	1,363	87	85	1,261
Salaries and expenses, Copyright Office	247	252	252	-----	-----	248
Salaries and expenses, Legislative Reference Service	215	220	228	8	8	224
Salaries and expenses, distribution of catalog cards	319	1,372	1,393	21	62	335
Salaries and expenses, books for the blind	31	33	36	3	3	35
Salaries and expenses, organizing and microfilming the Papers of the Presidents	19	15	15	-----	-----	13
Preservation of motion pictures	1	1	1	-----	-----	2
Collection and distribution of library materials (special foreign currency program):						
U.S. personnel	4	9	12	3	1	8
Native personnel	59	94	129	35	7	80
Salaries and expenses, revision of annotated Constitution	2	-----	-----	-----	-----	-----
Total	2,150	2,272	2,429	198	166	2,206

¹ Includes 41 positions requested in supplemental.

² Includes 15 positions requested in budget amendment.

³ Original 1964 budgeted positions for distribution of catalog cards was 331, increased by supplemental request of 41 and 21 positions requested in 1965 over and above supplemental request, or a total of 62 positions increase.

GENERAL JUSTIFICATION

Senator MONRONEY. Without objection, I will insert in the record pages 90 through 93 in connection with this appropriation.

(The information referred to follows:)

Salaries and expenses, Legislative Reference Service

1964 regular bill.....	\$2, 119, 000
1965 estimate.....	2, 308, 000
Net increase.....	189, 000

ANALYSIS OF INCREASES AND DECREASES

Decreases:

1. Regular pay in excess of 52-week base.....	7, 527
---	--------

1964 required the appropriation of funds for 1 additional day than is normally necessary or a total of 262 days. 1965 will require only 261 days.

Increases:

2. Ingrade increases and other anticipated increases in salary costs.....	37, 186
---	---------

Of this amount approximately 75 percent is for ingrade increases and 25 percent for reallocations.

3. Annualization of pay raise costs.....	40, 324
--	---------

The 1964 appropriation provided funds to finance the 1964 pay increase required by Public Law 87-793 for approximately ½ year. Funds are requested to provide for this same pay increase on a full-year basis as follows:

Salaries.....	\$37, 745
Personnel benefits.....	2, 579

Total..... 40, 324

4. Annualization of positions new in 1964.....	8, 285
--	--------

The 1964 appropriation provided \$20,000 for 5 positions for part of the fiscal year. In order to maintain these positions for a full-year it is necessary to request the balance of funds as follows:

Salaries.....	\$7, 712
Personnel benefits.....	573

Total..... 8, 285

5. New positions requested (8).....	110, 950
-------------------------------------	----------

To provide adequate staff for the growing congressional need for assistance in the general area of science and technology and their relationship to public policy.

1 GS-17; 2 GS-15; 1 GS-14; 2 GS-13; 1 GS-12 and 1 GS-9.....	\$103, 479
Contribution to retirement.....	6, 726
Group life insurance.....	345
Contribution to health benefits.....	400

Total..... 110, 950

Total increases..... 196, 745

Net increases..... 189, 218

The total number of inquiries answered in the year ending June 30, 1963, was 105,152 an increase of 6 percent over the number answered in fiscal year 1962. The percentage increase was virtually the same for inquiries requiring substantial research as for simpler reference inquiries.

Fiscal year	Total congressional inquiries	Budgeted positions	Inquiries per position
1956.....	59,425	158	376
1957.....	60,443	158	383
1958.....	67,843	163	416
1959.....	76,857	171	449
1960.....	81,000	180	450
1961.....	84,195	1 208	405
1962.....	99,430	1 208	478
1963.....	105,152	1 215	489
1964 (estimate) ²	100,000	1 220	455
1965 (estimate).....	105,000	1 228	461

¹ Includes temporary positions equivalent to 5 full-time positions.

² Figures subsequent to 1963 not strictly comparable with those of prior years.

STATEMENT OF THE LIBRARIAN

Senator MONRONEY. We have first as our witness the distinguished Librarian of Congress, Mr. Mumford, and you may proceed in your own way, Mr. Mumford.

Mr. MUMFORD. Mr. Chairman and other members of the committee, I have a brief summary statement I would like to present first. I would like to say I appreciate this opportunity to appear before you to summarize briefly the Library's estimates for 1965, and to explain in such detail as you may wish, the specific increases requested.

TOTAL REQUEST

The total of the requests under all appropriation heads amounts to \$23,747,600 inclusive of an amendment in the amount of \$132,800 contained in House Document 284. This is an increase of \$3,047,100 over 1964, inclusive of a supplemental in the amount of \$211,700 also contained in House Document 284.

ANALYSIS OF INCREASES

I should like to analyze this increase by breaking it down into six general categories as follows:

1. Nineteen percent of the total increase requested is accounted for by those increases necessary merely to maintain the current level of operations, such as in-grade increases, reallocations, and annualization of positions authorized for part of the fiscal year 1964.

2. Twenty-nine percent of the total increase requested is accounted for by the increases for the special foreign currency program involving mainly outlays of soft currency.

3. Eight percent of the total increase requested is accounted for by increases relating to a self-supporting business operation which brings in more revenue than it costs.

4. Nine percent of the total increase requested relates to projects now financed by another Federal agency or by a foundation and therefore entails no increases in the level of operations of the Library.

5. Eighteen percent of the total increase requested is for books for the blind, a most worthy nationwide program, but, nevertheless, a pro-

gram of a special nature, not closely related to the central operations of the Library.

Senator MONRONEY. Was the Library requested to undertake that program?

Mr. MUMFORD. Yes. This was done back in about the middle 1930's; 1931 I am told—the Pratt-Smoot Act.

6. The remaining 17 percent of the total increase requested represents a variety of needs relating mainly to basic workload requirements, such as those necessary to meet a critical cataloging arrearage.

Taking up next the requests under each appropriation head, I will merely highlight the principal items included in the increases requested.

SALARIES AND EXPENSES

Under our main appropriation, salaries and expenses, Library of Congress, I am requesting 37 cataloging positions which were a part of the 1964 request for 57 positions. The Senate and the House agreed last year on the need for a gradual approach to the solution of the catalog arrearage problem and gave us 20 positions, deferring consideration of the remaining 37 positions until this year.

INDEX FOR RUSSIAN ACCESSIONS

I also repeat the request made in 1964 for a direct appropriation to finance the Monthly Index of Russian Accessions which, on the basis of the House and Senate Appropriations Committee instructions, continues to be financed this year by the National Science Foundation. This is an extremely useful publication to both scientists and nonscientists and should be continued with congressional support. The project involves some 38 positions.

PERSONNEL FOR INFORMATION SYSTEMS OFFICE

Of the remaining 12 positions requested under this appropriation I select the 3 for the Information Systems Office for special mention because of its peculiar significance to the long-range plans of the Library.

This request is strongly supported by a recent report of a survey team, appointed by me but financed by a foundation grant, which states that "Automation of major operations within the Library was shown to be both desirable and feasible."

STORAGE AND WORK SPACE

The most important of the nonsalary items requested for 1965 is an item of \$19,370 needed to maintain storage space in the Federal warehouse at Bengies, near Baltimore, Md. The use of that warehouse would allow us to transfer materials from the fourth floor of the Library Annex and thereby make space available to up to 140 staff members.

This move and the quarters at the Naval Weapons Plant will enable us to provide space for the additional catalogers and other staff being requested, but it should be emphasized that these adjustments are not a solution to our long-range space problem.

Turning next to the Legislative Reference Service, it is of the greatest importance to our service to Congress that we set up a unit adequately staffed to meet the increasing needs of Congress for information on science and technology. For this we are requesting eight new positions.

SUPPLEMENTAL FOR DISTRIBUTION OF CATALOG CARDS

Under the self-supporting appropriation for "Distribution of catalog cards" we were obliged by unanticipated increases in business to submit an amendment to the 1965 estimates and a supplemental request for 1964.

NEW POSITIONS IN REQUESTED FUNDS

On the assumption that the supplemental will be granted, the estimates now provide for an increase of \$319,100 which would give us 62 new positions, of which 41 would be hired this year, and increased amounts for card printing and necessary publications.

In connection with the supplemental request in the amount of \$211,700, if action cannot be taken before the close of the fiscal year, this amount should be added to the 1965 request.

BOOKS FOR THE BLIND

Under the "Books for the blind" appropriation I am requesting increases totaling \$546,000. Over 90 percent of this amount is required directly to meet the great demands from an increasing number of blind readers for reading materials in both braille and talking book form.

FOREIGN CURRENCY PROGRAM

Finally I come to the amount of \$882,000 requested for the eminently successful special foreign currency program. Ninety-three percent of this amount is for soft currencies surplus to the general needs of the United States and which, as stated in the report of your committee on the 1964 appropriations, involves—

bookkeeping transactions and no actual disbursement is made by the Treasury.

The remaining 7 percent is for a very essential hard dollar support. The basic purposes of the increases requested are to set up programs in Poland and Yugoslavia, to annualize programs begun or expected to begin in Burma, Indonesia, and Israel this year, and to continue the programs initiated in 1962 with some slight increases in India, Pakistan, and the United Arab Republic.

Mr. Chairman, this is only a brief summary of what is contained in the 1965 estimates and I shall, of course, be glad to elaborate as you wish.

Senator MONRONEY. Thank you, very much Mr. Mumford, for your statement.

RESTORATION REQUESTS

I have received a letter from Dr. Mumford in which he comments on the House-passed bill, which I will include in the record at this point.

(The letter referred to follows:)

THE LIBRARIAN OF CONGRESS,
Washington, D.C., April 13, 1964.

Hon. A. S. MONRONEY,
Chairman of the Subcommittee on the Legislative Branch, Senate Committee on Appropriations, U.S. Senate, Washington, D.C.

DEAR SENATOR MONRONEY: The bill (H.R. 10723) making appropriations for the legislative branch for the fiscal year ending June 30, 1965, as reported (Rept. No. 1307) by the Committee on Appropriations of the House of Representatives and as passed by the House on April 10, carried appropriations for the Library of Congress totaling \$23,419,100. This is \$2,930,300 over the appropriations for fiscal year 1964 and \$540,200 less than the budget estimates as amended by House Document 284.

The decreases consist mainly of (1) the amount of \$168,000 to finance the Monthly Index of Russian Accessions, to be derived by transfers from the National Science Foundation and therefore constitutes no actual reduction in our program; (2) \$31,700 in the supplemental request for distribution of catalog cards, in view of the time factor; and (3) \$318,500 in the special foreign currency program for the proposed extension of the program to Poland and Yugoslavia. In regard to the last-mentioned item, the report of the House committee stated: "For the time being at least, the committee prefers to keep the operation within current limits."

The Library is very pleased with the increases granted by the House of Representatives and hopes that the Senate will concur.

Since these decreases do not involve any significant impairment in programs proposed by the Library except for those relating to the special foreign currency programs in Poland and Yugoslavia, I shall limit my observations to the special foreign currency program.

There is a great interest on the part of the major research libraries throughout the country, as well as scholars and researchers using the Library of Congress, in materials from Poland and Yugoslavia, and extension of the special foreign currency program into Poland and Yugoslavia would be highly desirable. Consequently, if the Senate should concur with the House action, we hope that it would be without prejudice to a future resubmission of the proposal because of its importance.

Sincerely yours,

L. QUINCY MUMFORD, *Librarian of Congress.*

AMOUNT FOR SALARIES AND EXPENSES

Senator MONRONEY. The main appropriation item for the Library is "Salaries and expenses" for which you are requesting an appropriation of \$10,790,000, an increase of \$1,064,000 over the current year appropriation.

The House has allowed \$1,626,000 which is \$900,000 over the current year appropriation. The amount you have requested is a large sum and this appropriation seems to be increasing at a great rate.

REASONS FOR LARGE INCREASE

Your request for 1965 is more than double the appropriation you received for a year as late as 1957. I can understand such great increases in some of our space and missile programs, but why is this true in a Library appropriation? Please go through this item and explain in detail to the committee these increases. Pages 4 through 15 will be included in the record.

(The information referred to follows:)

SALARIES AND EXPENSES

Object classification

[In thousands of dollars]

	1963 actual	1964 estimate	1965 estimate
LIBRARY OF CONGRESS			
11 Personnel compensation:			
Permanent positions.....	7,302	7,928	8,852
Positions other than permanent.....	128	143	143
Other personnel compensation.....	132	113	81
Total personnel compensation.....	7,562	8,184	9,076
12 Personnel benefits.....	546	598	668
21 Travel and transportation of persons.....	6	6	6
22 Transportation of things.....	2	2	2
23 Rent, communications, and utilities.....	135	274	306
24 Printing and reproduction.....	597	577	632
25 Other services.....	18	8	8
Services of other agencies.....	3	17	17
26 Supplies and materials.....	63	60	70
31 Equipment.....			4
Total, Library of Congress.....	8,932	9,726	10,790
ALLOCATION TO GENERAL SERVICES ADMINISTRATION			
25 Other services.....	950		
Total obligations.....	9,882	9,726	10,790

Personnel summary

	1963 actual	1964 estimate	1965 estimate
Total number of permanent positions.....	1,211	1,234	1,321
Full-time equivalent of other positions.....	42	42	42
Average number of all employees.....	1,176	1,213	1,306
Employees in permanent positions, end of year.....	1,191	1,228	1,320
Employees in other positions, end of year.....	147	147	147
Average GS grade.....	6.7	6.9	7.0
Average GS salary.....	\$6,505	\$6,872	\$6,938

Program and financing

[In thousands of dollars]

	1963 actual	1964 estimate	1965 estimate
Program by activities:			
1. Acquisition of library materials.....	598	608	626
2. Organization of the collections.....	2,618	2,915	3,581
3. Reader and reference services.....	3,584	3,861	4,083
4. Maintenance and protective services.....	1,093	1,102	1,138
5. Executive direction and general administrative services.....	1,989	1,240	1,362
Total obligations.....	9,882	9,726	10,790
Financing: Unobligated balance lapsing.....	260		
New obligational authority (appropriation).....	10,141	9,726	10,790

1964 regular bill-----	\$9,726,000
1965 estimate-----	10,790,000
Net increase-----	<u>1,064,000</u>

ANALYSIS OF INCREASES AND DECREASES

Decreases:

1. Regular pay in excess of 52-week base----- -31,298

1964 required the appropriation of funds for 1 additional day than is normally necessary, or a total of 262 days—1965 will require only 261 days.

Increases:

2. Ingrade increases, wage board increases, and reallocations-- 139,547

For projected increase in salary level for 1965 over 1964 as follows:

Ingrade increases-----	\$71,047
Reallocations-----	56,000
Wage board increases-----	12,450

Total----- 139,547

It is estimated that approximately 50 percent of the total request is for within-grade increases; 40 percent for reallocations and 10 percent for wage board increases. To absorb this amount would mean that the equivalent of approximately 20 positions could not be filled.

3. Annualization of pay raise costs----- 169,026

The 1964 appropriation provided funds to finance the 1964 pay increase required by Public Law 87-793 for approximately 1/2 year. Funds are requested to provide for this same pay increase on a full-year basis as follows:

Salaries-----	\$158,215
Personnel benefits-----	10,811

Total----- 169,026

4. Annualization of catalogers positions----- 42,013

The 1964 appropriation provided \$100,000 to employ 20 cataloging positions which were to be hired on a "staggered" basis. In order to maintain these positions for a full-year it is necessary to request the balance of funds as follows:

Cost of 20 cataloger positions for full year-----	\$131,993
Personal benefits-----	10,020

Total----- 142,013
Allowed for 1964----- 100,000

Additional required for 1965----- 42,013

5. Accident compensation----- 11,970

To reimburse the Department of Labor, Bureau of Employees' Compensation for benefits and other payments charged to the Library of Congress for fiscal year 1963 in accordance with sec. 209, Public Law 86-767 approved Sept. 13, 1960.

- | | |
|---|---------|
| 6. Replacement of car----- | \$4,000 |
| <p>In accordance with General Services Administration standards and Bureau of the Budget instructions request is made to replace the Library's car with a medium sedan. The car to be replaced is 7 years old.</p> | |
| 7. Binding at the Government Printing Office----- | 4,000 |
| <p>Women bookbinders were granted an 8-cent-per-hour pay increase in May 1963 and men bookbinders were granted a 13-cent-per-hour pay increase in September 1963. The Government Printing Office estimates that these raises will result in an annual increase of approximately \$4,000 in increased binding costs to the Library.</p> | |
| 8. Local telephone service----- | 12,800 |
| <p>This request is necessitated by—</p> <p>(a) The addition of equipment for direct-in-dialing at an annual cost of \$4,000.</p> <p>(b) The increase in staff and the use of newer and improved services has increased the annual cost by \$8,800.</p> | |
| 9. Rental of space (commercial)----- | 19,370 |
| <p>The 1965 estimates for the Architect of the Capitol includes a request to renovate approximately 33,000 square feet of floor space on the 4th floor of the Library Annex. This space, which will accommodate about 140 employees, is presently used for storage of publications, files, and materials used in the Library's exchange program, processing arrearages, and other purposes. It has been necessary to find other storage space for these materials and such space has been found by General Services Administration at Bengies, Md., a few miles northeast of Baltimore. The annual operation and maintenance cost of \$0.58 per square foot for 39,780 square feet of single floor fireproof storage space will cost annually \$23,100. However, this is offset by \$3,730 in funds not needed for staffing and maintaining space at the Naval Weapons Plant, thereby reducing the commercial space request to \$19,370.</p> | |
| 10. Printing and reproduction----- | 51,000 |
| <p>This increase is for the following: 1st, \$35,000 is needed to provide sufficient funds for the Library's commercial binding contracts. The 1962 "class A" binding contract was awarded at \$1.74 per volume while the 1963 contract was at \$2.85 per volume. The "economy" binding contract in 1962 was awarded at \$1.30 per volume (successful bidder later defaulted) and in 1963 the contract was \$2.50 per volume. An increase of \$35,000 is required to restore the commercial binding program to the 1962 level.</p> <p>2d, \$10,000 is requested to increase the funds available for the general publications of the Library from \$41,500 to \$51,500. The increase is necessary to meet the public interest in the Library as well as the expanding concern of the Library with new geographic and subject areas.</p> <p>3d, the use of printed forms, especially the interleaved carbon type which has increased productivity and efficiency, and the conversion from cash to check payroll, has increased considerably. Also, wage board employees, pressmen, bookbinders, printers, and supervisors, of the Government Printing Office received wage increases in May and August which result in higher costs to the Library—\$6,000 increase is requested for printed forms for these reasons.</p> | |

11. Supplies and materials-----

\$10,000

There has been no increase in funds for housekeeping supplies since 1954. Conversion of space in the basement areas and other areas of the Library has added several thousand square feet of floor area for the use of personnel. This, along with increased staff since 1954, has caused a considerable increase in consumption of housekeeping supplies. An increase of \$5,000 is requested. Also, funds are needed to provide adequate quantities and varieties of office supplies and stationery. The use of photocopying machines, increases in office machines, and the recent acquisition of the 1401 computer system have required an increase in the use of office supplies for which an additional \$5,000 is requested.

12. New positions requested (87)-----

631,344

Processing Department (75).—To provide for direct financing of the preparation and publication of the monthly index of Russian Accessions, a project currently financed by National Science Foundation funds:

1 GS-12; 5 GS-11; 2 GS-9; 2 GS-7; 1 GS-6; 11 GS-5; 3 GS-4; 12 GS-3; and 1 GS-2 (38)-----	\$219,380
Contribution to retirement-----	14,260
Group life insurance-----	724
Contribution to health benefits-----	2,123

Total-----	<u>236,487</u>
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To process current receipts fully and to reduce existing arrearages in the Descriptive Cataloging Division:

7 GS-11; 17 GS-9; and 1 GS-5 (25)----	183,179
Contribution to retirement-----	11,907
Group life insurance-----	604
Contribution to health benefits-----	1,396

Total-----	<u>197,086</u>
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To clear present subject cataloging arrearage and keep pace with increased descriptive cataloging production. This increase is predicated on the approval of the request for positions in descriptive Cataloging Division:

6 GS-11 and 6 GS-5 (12)-----	78,750
Contribution to retirement-----	5,119
Group life insurance-----	260
Contribution to health benefits-----	670

Total-----	<u>84,799</u>
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Total, Processing Department-----	<u>518,372</u>
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Reference Department (7).—To continue the acquisitions, reference, and bibliographic activities relating to the African countries currently financed by a Foundation grant:

1 GS-12; 1 GS-11 and 1 GS-9-----	25,438
Contribution to retirement-----	1,653
Group life insurance-----	84
Contribution to health benefits-----	168

Total-----	<u>27,343</u>
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To meet the increased workload in providing reference services in fields of science and technology:

2 GS-11 and 1 GS-9.....	\$23, 878
Contribution to retirement.....	1, 552
Group life insurance.....	79
Contribution to health benefits.....	168
Total.....	<u>25, 677</u>

To provide direction and coordination of the processing and curatorial activities of the Prints and Photographs Division.

1 GS-12.....	9, 984
Contribution to retirement.....	649
Group life insurance.....	33
Contribution to health benefits.....	55
Total.....	<u>10, 721</u>

Total reference Department..... 63, 741

Law Library (2).—To provide acquisition and legal and reference service to the Near Eastern and North African Law Division:

1 GS-11.....	8, 424
Contribution to retirement.....	547
Group life insurance.....	28
Contribution to health benefits.....	72
Total.....	<u>9, 071</u>

To provide assistance in reducing arrearages in filing of looseleaf inserts and supervision of reference services thereon in the American and British Law Reading Room.

1 GS-5.....	4, 701
Contribution to retirement.....	306
Group life insurance.....	15
Contribution to health benefits.....	40
Total.....	<u>5, 062</u>

Total, Law Library..... 14, 133

Office of the Librarian (3).—To provide additional staff for the Information Systems Office in connection with the development of an automated library system:

1 GS-15; 1 GS-12, and 1 GS-9.....	32, 697
Contribution to retirement.....	2, 125
Group life insurance.....	108
Contribution to health benefits.....	168
Total, Office of the Librarian.....	<u>35, 098</u>

Total increases..... +\$1,095, 070

Net increase..... +1, 063, 772

LIBRARY OF CONGRESS—APPENDIX, 1965 JUSTIFICATION

FUNDS AVAILABLE TO THE LIBRARY OF CONGRESS, ALL SOURCES

We present the following summary showing funds available to the Library from all sources, followed by detailed schedules covering funds other than those appropriated directly to the Library.

Total funds available, all sources

Source	1963 actual	1964 estimate	1965 estimate
Annual appropriations to the Library of Congress.....	\$19,905,340	¹ \$20,706,500	² \$23,747,600
Annual appropriations for Library buildings to Architect of the Capitol (see schedule 1).....	1,069,500	3,581,200	2,625,400
Gift and trust funds (see schedule 2).....	1,623,055	1,752,337	1,656,737
Reimbursement for services performed (see schedule 3).....	41,252	15,314	-----
Working fund advances and allocations (see schedule 4).....	6,053,414	6,618,339	6,886,723
Total.....	28,692,561	32,667,690	34,916,460

¹ Includes \$211,700 supplemental request for distribution of catalog cards.

² Includes \$132,800 budget amendment for distribution of catalog cards.

SCHEDULE 1.—*Annual appropriations for Library buildings to Architect of the Capitol*

	1963 actual	1964 estimate	1965 estimate
Structural and mechanical care.....	\$844,500	\$3,401,200	\$2,396,000
Furniture and furnishings.....	225,000	180,000	229,400
Total.....	1,069,500	3,581,200	2,625,400

SCHEDULE 2.—*Gift and trust funds*

	1963 actual	1964 estimate	1965 estimate
Gift fund.....	\$507,131	\$630,600	\$525,000
Income from investments.....	18,925	17,025	17,025
Interest on bequest of Gertrude M. Hubbard.....	800	800	800
Interest on permanent loan.....	178,629	178,912	178,912
Service fees.....	917,570	925,000	935,000
Total.....	1,623,055	1,752,337	1,656,737

SCHEDULE 3.—*Reimbursements for services performed*

	1963 actual	1964 estimate	1965 estimate
For reimbursements to "Salaries and expenses, Library of Congress," U.S. Information Agency.....	\$3,676	-----	-----
For reimbursement to "Salaries and expenses, Copyright Office," Department of Commerce.....	4,091	-----	-----
For reimbursement to Legislative Reference Service:			
House Committee on Appropriations.....	-----	\$8,196	-----
House Committee on Foreign Affairs.....	7,337	-----	-----
House Committee on the Judiciary.....	5,000	421	-----
House Committee on Science and Astronautics.....	-----	2,170	-----
Senate Committee on Aeronautical and Space Sciences.....	16,631	4,237	-----
Senate Committee on Interior and Insular Affairs.....	-----	290	-----
Senate Committee on Commerce.....	4,517	-----	-----
Total.....	41,252	15,314	-----

SCHEDULE 4.—Working fund advances and allocations

Source	Project	Purpose	1963 actual	1964 estimate	1965 estimate
Department of the Air Force.....	Air research project.....	To provide to the Air Force, according to specific requirements, the results of studies based on the examination of materials primarily in the collections of the Library of Congress.	\$2,359,240	(1)	(1)
Do.....	Aerospace information project.....	To exploit foreign language materials, primarily in the collections of the Library of Congress, and to prepare special studies to meet Air Force requirements.	2,230,152	\$2,312,000	\$2,760,290
Do.....	Mechanical translation project.....	For research and development in connection with a mechanical language translator.	---	319,055	335,063
Air Force:					
Office of Scientific Research	Science bibliographic project.....	To prepare bibliographies in specific subject areas.....	101,230	47,770	---
Aeronautical Systems Division.....	do.....	do.....	59,638	59,000	---
Corps of Engineers.....	Cold regions research and engineering.....	To prepare a continuing bibliography on the basic properties and applications of snow, ice, and perennially and seasonally frozen ground, based especially on the collections of the Library of Congress. All items carry abstracts. The bibliography is issued in 2 forms—catalog cards and book catalogs.	36,400	40,000	41,800
Ballistic Research Laboratory	Bibliography.....	To prepare a bibliography on shaped charges.....	3,500	---	---
Engineer Research and Development Laboratory.....	Survey.....	To prepare a literature survey on controllable barriers of the sensory type.	---	20,000	---
Atomic Energy Commission.....	Bibliography.....	To prepare a bibliography in a specific subject area.....	46,040	40,500	---
Department of Commerce, Office of Technical Services.....	do.....	do.....	10,000	---	---
Bureau of Census translation services.....	Cyrillic bibliographic project.....	To translate and abstract foreign language material.....	730	500	---
Department of Defense.....	International organizations unit.....	Compilation of subject and topical information obtained from publications currently received for the collections of the Library of Congress.	349,877	357,660	394,325
Do.....	do.....	To secure an I organize information about future international meetings.	---	---	---
Do.....	Defense research project.....	To prepare and publish a world list of future international meetings.	36,724	48,776	54,000
Defense Intelligence Agency.....	Bibliography.....	To prepare studies based on the examination of materials primarily in the collections of the Library of Congress.	53,276	74,000	86,800
U.S. Arms Control and Disarmament Agency.....	do.....	To prepare a bibliography on arms control and disarmament.	---	50,000	---
Federal Aviation Agency.....	Bibliography.....	To prepare a bibliography in a specific subject area.....	10,000	---	---
Department of Health, Education, and Welfare.....	Catalog.....	Continuation of the compilation by the Library of Congress of a bibliography on air pollution.	16,293	14,000	14,600
Do.....	Survey.....	For support of editing the National Library of Medicine Catalog.	8,000	8,000	---
Do.....	do.....	To determine pedagogic utility of the Archive of Hispanic Literature on tape.	10,550	---	---

Do.....	Directory.....	To compile bibliographical information and prepare a National Directory of Latin Americanists.	5,800	30,000	14,200
Do.....	Catalog.....	To prepare the 1963 edition of "U.S. Government Films for Public, Educational Use."	5,900	5,900	-----
Department of Interior.....	National Atlas project.....	To cover the services of a geographer to head the national Atlas project for the Geological Survey.	20,500	14,470	-----
National Aeronautics and Space Administration.....	Bibliography.....	To prepare bibliographies in specific subject areas.	48,017	-----	-----
National Science Foundation.....	do.....	Support of the preparation of a bibliography of foreign abstracting and indexing services.	3,330	-----	-----
Do.....	Listing.....	Support of amplification and publication of a monthly period list of future international meetings.	6,907	13,373	-----
Do.....	Guide.....	Support of preparation of a guide to international information facilities.	10,000	-----	-----
Do.....	Publication.....	Support of the publication of the Monthly Index of Russian Abstracts.	199,100	258,000	-----
Do.....	Study.....	Support of a user and value study of the Monthly Index of Russian Abstracts.	20,477	-----	-----
Do.....	Center.....	To establish a National Scientific and Technical Referral Center.	201,080	410,000	350,000
Do.....	do.....	Support of a Reports Reference Center.	1,000	-----	-----
Do.....	Census.....	Support of preparing and publishing a census of worldwide scientific periodicals.	20,988	-----	-----
Do.....	Bibliography.....	Support of preparing an analytical survey and bibliography of scientific directories throughout the world.	840	-----	-----
Do.....	do.....	To provide an abstracting and indexing service for current Antarctic literature.	63,000	-----	-----
Do.....	Conference.....	To support a conference on library mechanization.	28,360	27,435	-----
Department of the Navy: Office of Naval Research.....	Science bibliographic projects.....	To prepare bibliographies in specific subject areas.	33,500	49,900	49,900
Permanent Committee on the Oliver Wendell Holmes Devises Fund.....	Oliver Wendell Holmes Devises Fund.....	For the preparation of a history of the Supreme Court.	12,575	-----	-----
State Department.....	International educational exchange activities.....	For the maintenance of librarians from foreign countries studying libraries and library methods and services in the United States.	30,500	32,100	33,600
U.S. Information Agency.....	Overseas information centers, union catalog.....	To prepare a union catalog of books sent to the foreign information center libraries. This working tool is based on authorities submitted by the foreign libraries and on the record of publications purchased by the Information Center Service, and makes use of the experience of the Library of Congress in developing and maintaining union catalogs.	15,700	900	-----
Do.....	Bibliography.....	To prepare and publish a bibliography of U.S. authors translated into Spanish and Portuguese, since 1954.	-----	-----	-----
Do.....	Catalog.....	To prepare "U.S. Educational, Scientific, and Cultural Motion Pictures and Filmstrips Selected and Available for Use Abroad."	-----	900	-----
Total.....			6,053,414	6,618,359	6,886,723

1 See Department of Defense for fiscal 1964 and 1965 amounts.

EXPLANATORY NOTES

Annual appropriations to the Library of Congress

These are described in the estimates and the justification of the estimates.

Annual appropriations to the Architect of the Capitol

The two items under this category are appropriated to the Architect of the Capitol in accordance with 2 U.S.C. 141. However, the requests for funds and actions on the use of such funds are normally initiated by the Library.

Gift and trust funds

Funds from non-Federal sources are available to the Library in accordance with 2 U.S.C. 154-162 and 31 U.S.C. 725s. Further details on the use made of such funds may be found on pages 899-900 of the appendix to the Budget of the United States, fiscal year 1965. While contributions to the gift and trust funds enable the Library to augment its services, the administration of these funds and of the programs and projects financed thereby is a charge to the annual appropriations.

Reimbursements for services performed

These are generally for details of personnel and, with minor exceptions, for work done by the Legislative Reference Service staff. Reimbursement is in accordance with 31 U.S.C. 686. The bulk of the work performed under reimbursable arrangements is for committees of Congress or for congressional commissions. In all instances, work is undertaken at the specific request of the reimbursing agency. In the case of work for committees of Congress, no charge is added for administration of these reimbursable details.

Working fund advances and allocations

During 1964 about 90 percent of the funds received will be from agencies in the National Defense Establishment, and the remaining 10 percent will, for the most part, be defense-related projects. Projects financed by working funds and allocations require extensive use of the Library's collections or depend upon specialized library skills generally available only at the Library of Congress. These are the basic reasons for operation by the Library rather than by the parent agency.

However, these projects and programs are not of the type which come within the scope of the Library's normal operations and they would not be included in the functions for which a direct appropriation would be requested. They are appropriately operated under working fund arrangements in accordance with 31 U.S.C. 686.

In the case of working fund projects, the Library, by imposing a surcharge, over and above direct cost, has compensated for the administrative and other burdens of the projects. This surcharge, which has generally been 10 percent through fiscal year 1964 to be increased to 15 percent beginning with fiscal year 1965, has amounted to between \$530,000 and \$600,000 per annum and has provided for the employment of 100 to 110 persons.

REQUEST FOR BASIC SUPPORT

Mr. MUMFORD. Mr. Chairman, this is the appropriation that supports the basic functions of the Library, those of acquiring materials, cataloging and classifying them, and providing service on them.

It includes the Processing Department, the Reference Department, the Law Library, and the Administrative Department. As the Library's collections grow larger, it is inescapable, I think, that more money would be required for this operation.

As I have stressed with this committee before, Mr. Chairman, it is inevitable that a large research Library must grow if it is to stay abreast of the times to fulfill its mission in its service to the Congress, to the Government, and to the scholarly world.

I shall be glad to indicate some breakdown of that \$900,000.

Senator MONRONEY. I think that would be helpful. Undoubtedly some of that is a portion of the pay increase and I believe in your statement you said a portion of it is due to ingrade promotions.

PAY INCREASES, PROMOTIONS, AND REALLOCATIONS

Mr. MUMFORD. Ingrade increases, and reallocations, and annualization of the pay increases.

Senator MONRONEY. I think it would be helpful if you can spotlight those.

Mr. MUMFORD. On page 4 of the green sheet, sir, is a breakdown on that, and on page 5 of the percentages, of the amount for ingrade increases, for reallocations, for wage board increases, and also the amount for annualization of the pay raise cost.

Senator MONRONEY. The ingrade increases, wage board increases, and reallocations total the \$139,547.

Mr. MUMFORD. Yes, sir; as indicated here, it is estimated that approximately 50 percent of the total of this particular request is for within-grade increases; 40 percent for reallocations; and 10 percent for wage board increases.

The annualization of the pay raise costs amounts to \$169,026. Then we come to the annualization of the 20 cataloging positions which were authorized in 1964 and that amounts to \$42,013.

EFFECT ON OPERATIONAL LATE APPROPRIATIONS

Senator MONRONEY. You were given money enough only for the half year, was it not, because the appropriation was passed so late?

Mr. MUMFORD. Partially. We were given \$100,000 and permitted to employ up to 20 catalogers. Then for the next fiscal year we are asking for the additional 37 catalogers that were included in our request last year and, as I indicated in the preliminary statement, both the House committee and the Senate committee indicated that we should make a gradual approach on this, I think recognizing that we might have some difficulty in recruiting and that we wouldn't be able to recruit the entire 57 at one time.

CATALOGING ARREARAGE

These are badly needed to deal with this cataloging arrearage that we pointed out last year and which I referred to a few minutes ago.

Senator MONRONEY. This section is self-sustaining and, in fact, makes a small profit, does it not?

Mr. MUMFORD. No, sir; these are the positions which do the cataloging. It is the card distribution services which are self-supporting.

Senator MONRONEY. But this is an essential function for the distribution of the cards.

Mr. MUMFORD. Yes, sir; we have to catalog material in order to use it. We would have a chaotic condition if we just received the material and did not catalog, classify it, and organize it in an orderly way.

PERSONNEL FOR INDEX OF RUSSIAN ACCESSIONS

The 38 positions for the Monthly Index of Russian Accessions that we are requesting, and the House has allowed one-third of that to be financed by the Library of Congress—

Senator MONRONEY. What page is that on?

Mr. MUMFORD. Page 11. During the hearing before the House committee we pointed out that approximately two-thirds of the entries in this Monthly Index of Russian Accessions related to science and technology and approximately one-third to other subjects. That is the rationale, I think, for allowing one-third of it to be financed directly by the Library of Congress and requiring the other two-thirds to be financed by the National Science Foundation.

Senator MONRONEY. Are new positions required?

Mr. MUMFORD. Yes; under this appropriation, the "Library of Congress, salaries and expenses." Shall I move on, Mr. Chairman.

Senator MONRONEY. Wait just a moment. Item 12 on page 11 is the total?

Mr. MUMFORD. Yes, sir. That is the total for this entire appropriation, which is the main central appropriation for the basic functions of the Library.

Senator MONRONEY. And the Monthly Index of Russian Accessions entails how many new personnel?

SUGGESTED METHOD OF FINANCING

Mr. MUMFORD. A total of 38. Of these the House committee has suggested that one-third be financed by the Library of Congress and the other two-thirds by the National Science Foundation.

Senator MONRONEY. Since the material produced and used is, I believe you said, two-thirds of a scientific nature and used more or less evidently by our scientists; is that form of financing satisfactory to the Library?

Mr. MUMFORD. Well, first of all, Mr. Chairman, we feel that this is a most important reference tool and should be continued. We realize however, that the publication should be issued whether the National Science Foundation supports it or not. It is a matter of the will of the Congress and the committees as to how this is to be done, but we would like to emphasize the importance of the publication, that it should be continued with congressional support.

1964 SENATE REPORT

Senator MONRONEY. In the Senate report last year it was generally accepted that additional cataloging employees would be forthcoming after you had the 20, was it not?

Mr. MUMFORD. Yes, sir. I think we accepted the report of the Senate committee as a willingness to consider this year the balance of the catalogers we were asking for last year.

NEW CATALOGERS TO MAKE WORK CURRENT

Senator MONRONEY. If you are able to hire the full number of 37 catalogers will you then be able to keep abreast?

Mr. MUMFORD. We will first of all be able to stay abreast of the material that is coming in currently, and we are losing ground every day. At the same time it will allow us gradually to work off the arrearage that has accumulated.

Senator MONRONEY. Senator Hayden, do you have any questions at this point?

Senator HAYDEN. No, sir.

Senator MONRONEY. Senator Saltonstall?

HOUSE CUT IN POLISH-YUGOSLAV PROGRAM

Senator SALTONSTALL. Thank you, Mr. Chairman. Mr. Mumford, the House cut you back \$540,200. How much of that do you request as restoration, or do you accept the House figure, unless we wanted to give you some more voluntarily.

Mr. MUMFORD. The larger part of that, Senator, consisted of the elimination of funds for initiating the Public Law 480 program in Yugoslavia and Poland. As you know, we have been operating programs in India, Pakistan, and the United Arab Republic, and last year you authorized us to begin in Burma, Indonesia, and Israel.

I can stress very strongly the importance of publications from Yugoslavia and Poland, and the reference and research libraries around the country feel very strongly about the importance of this.

While we are not technically appealing the action of the House committee, I do want to emphasize the importance and the desirability of initiating the program in those countries.

Senator SALTONSTALL. From the point of view of our getting the information that we want from those countries behind the Iron Curtain, unless we include Poland and Yugoslavia we are missing part of our objective.

Mr. MUMFORD. Yes, sir; we are. As you know, we get a very large amount of material from Russia, but we are not getting comprehensive coverage. Of course we can't have any of these funds in Russia. I think we could do a better job for the Library of Congress and for the other research libraries if we were able to carry on this kind of program in Yugoslavia and Poland.

FUNDS FOR NATIONAL SCIENCE FOUNDATION

Senator SALTONSTALL. That accounts for \$318,500 in the \$540,200. How do you feel about the other figures?

Mr. MUMFORD. I should point out that \$150,000 of the remaining reduction is offset by the requirement that the National Science Foundation finance two-thirds of the Monthly Index of Russian Accessions.

This is no reduction in our program. It is just a question of requiring the money to come from the National Science Foundation rather than directly to us.

Senator SALTONSTALL. I don't quite understand then, Mr. Chairman. Does that mean that you would ask the restoration of that, or does that mean that the National Science Foundation should be asked to give you that money?

Mr. MUMFORD. If the Senate committee should follow the action of the House committee it would require the National Science Foundation to give us that amount of money.

Senator SALTONSTALL. And if it does not, but puts that money back, then the Library would finance that amount of money itself?

Mr. MUMFORD. We would urge that the money be appropriated to the Library to produce this Index.

RECRUITING CATALOGERS

Senator SALTONSTALL. Let me ask you this. Since the chairman has brought out about the catalogers. As I read the report last year, we were inclined to 30 rather than 20, and you asked for 57 all told.

We cut them back, because, as you said, you couldn't find and hire them. How many do you think you can find this year? Do you think you can find the whole 57?

Mr. MUMFORD. It was more a question of space. Recruiting was a factor, but not the main one, and we have had very successful experience in recruiting. We have had 20 catalogers employed for some time, and with the move to the Naval Weapons Plant of the card distribution service, we will then have space for the additional catalogers that we are requesting.

Senator SALTONSTALL. So you would like the whole 57?

Mr. MUMFORD. Yes, sir.

Senator SALTONSTALL. And how many did the House give you?

Mr. MUMFORD. They granted the 57; 37 additional to the 20 that were granted last year.

TOTAL NEW PERSONNEL REQUEST

Senator SALTONSTALL. I added up here that you are asking for 128 new employees. I may be incorrect on that. The 37 we have discussed. Then there are 38 in another area, 12 in another area, and 41 in a fourth area. Am I correct in that?

Mr. MUMFORD. I think that totals 128 for all the appropriations including a very large number of those positions for the Card Distribution Service, which is completely self-supporting.

Senator SALTONSTALL. And did the House give you all those people?

HOUSE CUTS IN PERSONNEL

Mr. MUMFORD. No. We asked for two positions in the Law Library, one to assist the chief in the Near East and North Africa Law Division and one to work on looseleaf filing services because of a great increase in the materials being issued—by these looseleaf services. It is very important keep them up to date, and these were not allowed by the House.

However, in view of the generous action of the House in allowing other items, in my statement to the chairman of the committee I did not present an appeal for these. Of course, they also eliminated the positions that we were asking for the program in Yugoslavia and Poland.

YUGOSLAV-POLISH PROGRAM CUT

Senator SALTONSTALL. That is really the principal one, as I look at this list that has just been handed to us, the Yugoslav and Polish program discussed, the special collection and distribution of library materials, special foreign currency program. That was where they cut you 29 employees? So otherwise except for that, you are satisfied?

Mr. MUMFORD. Yes, sir.

Senator SALTONSTALL. And you would like the Yugoslav and Poland program put back in?

Mr. MUMFORD. It would certainly be desirable, Senator, to permit us to initiate a program in those countries.

SATURDAY REVIEW ARTICLE

Senator SALTONSTALL. May I ask you just one more question? I was handed the Saturday Review article of April 11, 1864, entitled "The Luckless Library of Congress." I glanced through it rather hastily, but the indications would be that you are feeling better about it than you were.

Mr. MUMFORD. Mr. Chairman, in regard to that article I would like to state emphatically that it represents a point of view which I do not share. I think the Congress in the years I have been with the Library has been quite understanding of our needs and has been responsive to the requests that have been presented. It is true we have been frustrated by the question of space and buildings, but we realize there have been factors in this regard that were difficult to resolve, in particular the proposal of the Madison Memorial Commission to build a building that would have some space for the Library and space for a memorial to Madison over on lot 732 on Independence Avenue. The picture has been involved and complicated, and we are getting more and more desperate for space. It is important that some action be taken, but we realize the problems that the Congress and committees have had to deal with in respect to this.

SATISFACTION WITH HOUSE ACTION

Senator SALTONSTALL. Then boiled down, Mr. Mumford, with relation to this year's budget, you are really satisfied with what the House did with the exception of Yugoslavia and Poland? Am I correct?

Mr. MUMFORD. Yes, sir. We accept that. If it is the will of the Congress, the House and the Senate committees, that we not initiate programs at the present time in Yugoslavia and Poland, we would hope that if you decide not to restore it, you would keep the matter open in order that we might present it at a later time.

Senator SALTONSTALL. Mr. Chairman, with courtesy of the chairman, may I ask one question, Mr. Mumford, that is apart from this but in which I am very much interested and I know you are.

JUSTICE HOLMES BEQUEST

How is the Justice Holmes bequest going along?

Mr. MUMFORD. Very well, sir. The first volume is expected to come off the press possibly later this year, the one that is being done by Mr. Swisher. Other volumes are in varying degrees of completion, but I would say the majority of them are nearing completion.

Senator SALTONSTALL. Five altogether?

Mr. MUMFORD. No, there are eight.

Senator SALTONSTALL. How about the talks?

Mr. MUMFORD. The lecture series has been going very well. The next lectures will be at Washington University in St. Louis and Judge William Hastie has been invited and has accepted.

Senator SALTONSTALL. Where will that be?

Mr. MUMFORD. Washington University at St. Louis.

Senator SALTONSTALL. And that would be what? The fourth lecture?

MISSTATEMENTS IN "SATURDAY REVIEW" ARTICLE

Mr. MUMFORD. Yes, sir. In regard to the Saturday Review article, Mr. Chairman and Senator Saltonstall, I would like to point out that there are some distortions and inaccuracies. For instance, in the second paragraph it says Congress slashed \$763,000 from our request last year. Well, quite a sizable part of this was the Monthly Index of Russian Accessions which the Congress decided to require the National Science Foundation to finance.

Another large item mentioned is \$142,000 under the budget of the Architect of the Capitol. A large part of that was stack equipment. We have had a regular annual program for the purchase of stack equipment to place on the decks in the Annex which have never been completed. Because of the necessity of using the space for working operations we were not able to install additional shelving.

We voluntarily deleted that. Then further on, the article states:

When the Librarian asked for funds to pay 57 new card catalogers, now that he has space for them, Congress gave him money for only 22.

Well, we didn't have the space for them at that time.

We have not yet moved into the Naval Weapons plant and it will be probably around June before we do. In other words, quite a bit of this is misleading. It says:

They don't seem to care that old and brittle woodpulp books and papers must be microfilmed before they flutter to pieces and are lost.

CONSULTATION WITH WRITER OF ARTICLE

As you know, your committee and the House committee and both Houses have authorized a microfilming program of \$190,000 which we are using annually for microfilming old newspapers and brittle books. We were informed by A. L. Todd that he was going to write this article, and I spent several hours with him trying to indicate the things which Congress had done for the Library, but apparently made no impression upon him.

ANNUAL INCREASES IN LIBRARY APPROPRIATIONS

Senator MONRONEY. In reference to the second paragraph where the author says:

There is nothing new, because Congress has made it an annual custom to chop the Library down to size.

I have a table here that Library of Congress appropriations have grown from \$9,416,128 in fiscal year 1953 to \$19,905,340 in fiscal year 1963. This is an increase of 111 percent in the 10-year period, during which time the total Federal expenditures which have also grown, from \$74.1 billion in fiscal 1953 to a total of \$92.6 billion in fiscal 1963, or an increase of 25 percent. So it would appear that during this

period the Library has been given a greater increase in Federal funds than the percentage for the entire Federal Government.

We want to finance the things necessary, but I think it is absolutely important that we check on the expenditures, on the personnel required, and to try to get maximum value out of the funds that are appropriated.

INCREASE IN PERSONNEL

In regard to the employment, your personnel ceilings have not grown at too great a rapidity. In 1963 you had 1,253, I believe; 1964, 1,276; and for 1965 you are asking for 1,363 in this appropriation.

The Bureau of the Budget, that was directed by the Senate Appropriations Committee to keep a very close review and continuing examination of personnel ceilings and personnel requests and very carefully screen and evaluate all requests for new and additional personnel, does not investigate or go into your personnel because you are taken care of in the legislative appropriations bill, is that not correct?

Mr. ROSSITER. That is right.

SUMMARY OF BUDGETED POSITIONS, 1953-63

Senator MONRONEY. I have already inserted in the record a summary of the budgeted positions from 1963 through 1965, the House allowance for 1965, and the employment in each category as of March 29, 1964.

(For above information see p. 4.)

EVALUATION OF DIVISION REQUESTS

Senator MONRONEY. Do you have a screening or evaluation team in the Library of Congress that examines personnel requests of the various departments of the Library?

Mr. MUMFORD. It is the work of a number of people, Mr. Chairman. The division chiefs indicate to their department directors what they consider to be the needs of their particular units. The department heads screen the requests very carefully and reduce them to items of top priority.

They are then passed on to me and to Mr. Rogers, Deputy Librarian. We go over them thoroughly with the budget officer and the fiscal officer and we have many discussions, even investigations into the work, as to the need or requirement for it.

There is a very thorough screening, and reduction, I should say. The number of requests that come to me are far greater than those I present to the committee.

Senator MONRONEY. I am sure.

EARLIER UNDERSTAFFING

Mr. MUMFORD. In respect to the growth in the staff, Mr. Chairman, may I say that over a period of years, especially during the thirties and forties, the Library was very badly understaffed. It did not

receive the additional manpower that was needed. Then there were some rather drastic reductions in the staff of the Library back about 1948, 1952, and again in 1954, and these increases that have been granted in recent years have gone partly to make up the ground we lost during that time.

Senator MONRONEY. In other words, lack of staff resulted in a definite accumulation of work?

Mr. MUMFORD. Yes, sir. We have tried to catch up in the last 10 years for the loss that the Library had suffered in some previous periods.

Senator SALTONSTALL. Would the chairman yield for a question there?

Senator MONRONEY. Yes, sir.

INCREASE IN LIBRARY BUSINESS

Senator SALTONSTALL. In that same period, Mr. Mumford, how many new books have you gotten into the Library? In other words, has the business of the Library increased?

Mr. MUMFORD. At the present time we number some 43 million items, of which about 13 million are in the form of books and about 30 million in the form of manuscripts, maps, prints and photographs, and other library materials.

I would have to look back to see what the figure was as of a particular year. The collections have grown greatly. I believe it was around 1954 that it was in the neighborhood of 32 million pieces. This may indicate the rate of growth.

In 1959 we had 38 million pieces of material and now we number 43 million, so we have had an increase of around 5 million more pieces of material.

Senator SALTONSTALL. About 8 percent.

Mr. MUMFORD. From 1959 to 1964 and I think the growth in the years preceding that would probably have been in about the same ratio.

PERSONNEL GROWTH STATISTICS

Senator MONRONEY. I have a table here, which Senator Saltonstall is also examining, which I will insert in the record, which reflects the growth of the Library from 1939 to date, not only as to the appropriations, but also as to the number of personnel engaged in the various branches of the work.

Mr. MUMFORD. Of course, the volume of work of the Library has increased greatly over the years, the service that is required for the Congress, the service by the Legislative Reference Service, and by the Reference Department that serves other Government agencies and scholars generally.

(The table referred to follows:)

Annual appropriations and authorized positions, 1939-65

Year	Library of Congress ¹		Copyright Office ³		Legislative Reference ⁴		Card distribution ⁵		Books for the blind		General increase (amount)	Increase law (amount)
	Amount	Positions ²	Amount	Positions ²	Amount	Positions ²	Amount	Positions ²	Amount	Positions ²		
1939		698	\$305,400	136	\$131,500	39	\$365,000	82	\$275,000	4	\$149,500	\$70,000
1940	\$1,696,800	792	337,460	146	138,700	54	409,560	92	275,000	8	118,000	85,000
1941	1,743,987	842	337,840	150	184,580	60	444,280	117	335,000	8	148,000	85,000
1942	2,040,618	876	337,740	148	171,005	66	454,375	127	350,000	8	248,000	90,000
1943	2,218,847	972	337,620	155	187,440	68	434,095	129	370,000	8	173,000	90,000
1944	2,497,862	1,020	337,750	129	219,751	65	533,953	121	370,000	8	198,000	95,000
1945	2,542,200	1,012	358,000	131	213,000	62	533,600	114	500,000	8	198,000	95,000
1946	3,062,400	982	370,700	149	275,276	72	547,102	115	500,000	10	525,000	150,000
1947	3,545,060	995	626,925	182	569,100	131	701,482	129	500,000	16	370,000	125,000
1948	3,419,700	984	626,925	180	500,000	117	757,000	156	500,000	16	300,000	95,000
1949	3,870,271	1,009	781,800	211	531,500	117	897,375	149	1,979,400	17	300,000	95,000
1950	4,170,120	1,009	851,298	224	701,598	159	897,375	166	1,000,000	18	300,000	95,000
1951	4,375,180	1,014	829,500	239	700,000	151	1,102,730	173	1,000,000	20	270,000	85,500
1952	4,875,483	1,010	827,000	239	866,300	151	1,172,750	174	1,000,000	20	270,000	85,500
1953	4,880,812	1,011	1,057,900	239	869,300	151	1,232,107	178	1,000,000	20	270,000	85,500
1954	4,810,272	1,002	1,100,000	244	901,721	151	1,264,500	188	1,000,000	21	270,000	90,000
1955	4,845,636	971	1,129,900	238	897,300	144	1,349,100	192	1,000,000	21	260,000	90,000
1956	5,143,064	973	1,238,475	238	1,034,932	155	1,402,359	190	1,006,678	21	300,000	90,000
1957	5,295,547	1,007	1,287,547	247	1,054,932	158	1,487,100	192	1,006,678	21	300,000	90,000
1958	5,310,593	1,063	1,287,547	256	1,067,337	158	1,487,100	204	1,067,481	24	300,000	90,000
1959	6,217,345	1,063	1,324,652	256	1,297,000	163	1,715,000	221	1,266,000	25	320,000	90,000
1960	6,748,300	1,091	1,397,950	258	1,300,300	170	1,873,635	223	1,367,900	25	320,000	90,000
1961	7,159,800	1,147	1,458,000	245	1,455,400	208	1,981,300	238	1,619,400	28	350,000	90,000
1962	8,122,800	1,172	1,588,800	247	1,730,200	208	2,172,700	265	1,723,200	30	400,000	90,000
1963	8,455,000	1,211	1,608,000	247	1,809,200	208	2,347,400	268	1,788,100	31	470,000	90,000
1964	9,476,380	1,253	1,673,560	247	1,809,200	215	2,754,370	319	1,893,910	31	570,000	110,000
1965	10,736,000	1,276	1,751,000	252	2,119,000	220	3,253,700	372	1,900,000	33	670,000	110,000
1965 (estimated)	10,736,000	1,363	1,828,000	252	2,308,000	223	3,572,800	393	2,446,000	33	670,000	110,000

See footnotes on p. 28.

Year	Books for Supreme Court (amount)	Presidential papers		Preservation of early American motion pictures		Revision of Annotated Constitution		Special foreign currency program ⁴		Alaskan records (amount)	Total	
		Amount	Positions ²	Amount	Positions ²	Amount	Positions ²	Amount	Positions ²		Amount	Positions ²
1939												
1940	\$8,000											869
1941	10,000											1,092
1942	20,000											1,877
1943	20,000											1,225
1944	20,000											1,332
1945	20,000											1,205
1946	20,000											1,227
1947	20,000											1,308
1948	20,000											1,463
1949	24,000											1,416
1950	25,000											1,458
1951	22,500											1,576
1952	22,500											1,597
1953	22,500											1,594
1954	22,500											1,600
1955	25,000											1,606
1956	25,000											1,564
1957	27,500											1,649
1958	27,500											1,710
1959	30,000	\$106,800	15	\$60,000	2							1,768
1960	30,000	106,800	18	60,000	2							1,838
1961	35,000	112,800	17	60,000	2							1,940
1962	38,000	112,800	19	60,000	2							2,011
1963	(9)	112,800	1	50,000	1	\$25,000	1	\$400,000	4	\$15,000		2,091
1964		112,800	15	50,000	1		2	679,800	9			2,178
1965 (estimate)		112,800	15	50,000	1			1,860,000	12			2,300

¹ From 1939 to 1953 for comparative purposes includes appropriations under the following heads: salaries, Library proper; salaries and expenses, Library buildings; salaries and expenses, union catalogs; general printing and binding, miscellaneous expenses; contingent expenses; photoduplication expenses; expenses, Library of Congress Trust Fund Board; motion picture project; security of the collections; penalty mail; Sunday opening, Library proper; Sunday opening, Library buildings.

² Includes the full-time equivalent of part-time and temporary positions.

³ From 1936 to 1953 for comparative purposes includes appropriations under the following heads: salaries, Copyright Office; and printing the catalog of title entries of the Copyright Office.

⁴ From 1939 to 1953 for comparative purposes includes appropriations under the following heads: salaries, Legislative Reference Service; Index to State legislation; revision of the Annotated Constitution of the United States of America.

⁵ From 1930 to 1953 for comparative purposes includes appropriations under the following heads: salaries; distribution of catalog cards; and printing, catalog cards.

⁶ Includes U.S. Dollar Support personnel only.

⁷ Includes \$117,345 comparative transfer of 20 positions from Copyright Office.

⁸ Excludes \$117,345 comparative transfer of 20 positions to Library of Congress.

⁹ Transferred to Judiciary Branch.

¹⁰ Includes supplies and request of \$211,700.

¹¹ Includes budget amendment of \$32,800.

SELF-SUPPORTING DIVISION

Senator SALTONSTALL. Would the chairman yield for one more question?

Senator MONRONEY. Yes, sir.

Senator SALTONSTALL. I would appreciate it. We have the different parts of the Library of Congress before us—Copyright Office, Legislative Reference, card distribution, books for the blind, et cetera. My question is, How many of that breakdown pay for themselves? I think certainly one or two of them do.

Mr. MUMFORD. Two; the card distribution service pays for itself completely and the Copyright Office is self-supporting if you take into consideration the value of the materials received through copyright deposit.

The fees alone do not provide for full support of it, but the fees plus the value of the book material received, which we would have to buy if it were not for the fact that they are deposited for copyright, about equal the appropriation.

Senator SALTONSTALL. Thank you, Mr. Chairman.

Senator MONRONEY. In other words, the number employed in the Copyright Office and in the distribution of catalog cards would equal 645 if the present increases should be given and that would relate to a total employment in 1965 of 2,429?

BOOKS FOR THE BLIND PROGRAM

Mr. MUMFORD. Yes, sir. In addition, Mr. Chairman, as I pointed out in my preliminary statement, the national program for the blind, while a Library program and appropriate for the Library of Congress to administer, is not directly related to our regular internal operations, and this is a sizable item in our total overall budget.

Senator SALTONSTALL. On personnel it does not seem to require an abnormal amount.

Mr. MUMFORD. No. Most of the service is provided by the regional centers. We provide them with the books and with the machines and they in turn serve the reader directly, although we serve readers here in the District of Columbia.

METHOD OF DISTRIBUTION OF MATERIAL FOR BLIND

Senator MONRONEY. But the request for the talking books or the books in braille are made by the State commissions for the blind and the distribution is carried out from there. Is that correct?

Mr. MUMFORD. No, sir; it does not work quite that way. The demand arises from the fact that more and more blind people are using these materials and they want more titles and a larger variety of reading material, both in braille and in the talking book. They get a relatively small amount compared to the total amount available to sighted people.

PRODUCTION OF MATERIAL

We have been making from 300 to 400 new titles a year in talking books. There are perhaps 18,000 to 20,000 titles published in the United States so you can see that we reproduce only a very small part of the total publications available to sighted readers.

Senator MONRONEY. This is in the actual production of the talking books as well.

Mr. MUMFORD. Yes, sir. That is where most of the money goes, to the production of the talking books and books in braille.

PERSONNEL FOR ACTUAL LIBRARY OPERATION

Senator MONRONEY. Going back to the personnel figures, the figures awhile ago that I quoted of personnel ranging upward in 1963 from 1,253 to 1,363 in 1965, that was for the actual operation and personnel of the Library of Congress and not the specialized departments?

Mr. MUMFORD. That is correct, sir.

Senator MONRONEY. Total personnel in the Copyright Office will remain at 252, is that correct?

Mr. MUMFORD. Yes, sir. We are not asking for any addition to that this year. May I say there has been a continuing increase in registrations, but we have tried to absorb it so far with our present staff.

Senator MONRONEY. And you say it is largely self-financing?

Mr. MUMFORD. Yes, sir.

Senator MONRONEY. If you count the books that come to the Library through the Copyright Office, that is correct.

COPYRIGHT FEE PROGRAM

Senator MONRONEY. Last year, we went into the charges that are made for copyright fees to some extent and as to whether they hadn't been increased for a great many years.

Could you give us a report on the copyright fee program?

Mr. MUMFORD. As to the specific fees, I would be glad to have Mr. Kaminstein, the Register of Copyrights, testify on that, Mr. Chairman, and also to the fact that a bill to raise the fees was introduced at our instigation, but I would be glad to have him comment on that.

Mr. KAMINSTEIN. Mr. Chairman, the bill the Librarian refers to is H.R. 5136, introduced by Mr. Steed, and it would provide for an increase in most of the fees for registration from \$4 to \$6 and appropriate increases for the other services, but the main increase is for the initial registration.

PORTION OF EXPENSES COVERED BY FEES

Senator MONRONEY. The funds requested for salaries and expenses of the Copyright Office this year are \$1,828,000. The fees today produce how much to cover this?

Mr. KAMINSTEIN. At the present time the fees are \$1,077,747. Based on a 3-percent increase for 1964 that would amount to 62 percent of the total cost of running the office. If the value of the materials going to the library is included it would run to 96 percent.

Actually, we are running now at the rate of a 5-percent increase which will boost those figures to 63 percent and to 98 percent.

Senator MONRONEY. If the Steed bill was passed and the fee was raised from \$4 to \$6 what would that provide?

Mr. KAMINSTEIN. We estimated at one time that it would bring it close to 100 percent, about 93 percent.

Mr. MUMFORD. Fees alone.

EFFECTS OF RAISING FEES

Senator MONRONEY. And the fallout would be from the books without cost to the library?

Mr. MUMFORD. Yes, sir.

Mr. KAMINSTEIN. Except for the fact that our experience in the past has been that when we raise the fees there is a drop in the registrations for the first few years, so that would take time to come up again.

Senator MONRONEY. How many registrations do you have?

Mr. KAMINSTEIN. 260,000 every year.

Senator MONRONEY. That is mostly books and songs?

Mr. KAMINSTEIN. No, sir. Books, music, and periodicals, are each in the neighborhood of 60,000 to 70,000 every year, and we cover a wide range of materials, including designs, motion pictures, and the entire gamut of literary and artistic productions.

Senator MONRONEY. But you would get over 100 percent coverage if the fee was raised from \$4 to \$6, considering the books as additional free fallout?

Mr. KAMINSTEIN. That is right. I don't think it would be quite 100 percent or remain at that figure, but it would be close to full coverage.

WORK OF COPYRIGHT PERSONNEL

Senator MONRONEY. In the utilization of 252 employees, is there much researching necessary to ascertain whether items are copyrighted or in copyright contested suits in court where you give services?

Mr. KAMINSTEIN. No, sir.

Senator MONRONEY. This is just a matter of receiving, filing, and indexing copyrights, is that right?

Mr. KAMINSTEIN. It is not quite as broad as the first point, Mr. Chairman, and not quite as simple as the second. We cannot read all the material received. We do examine for compliance with the formalities and the statute, and our effort is to attempt to maintain currency.

Thus far, we have been fairly successful, but it does take time to make sure that the works comply with the statute, whether it is books or other materials.

I should add that we estimated that with the projected bill the fees alone would cover about 80 percent of the total cost of running the office.

Mr. MUMFORD. If the new schedule can be adopted.

Mr. KAMINSTEIN. Were adopted and we had a projected drop in registrations.

RISE IN FEES RECOMMENDED

Senator MONRONEY. Do you recommend that Congress increase the fees?

Mr. KAMINSTEIN. Yes, sir. I think it probably is due and the House Appropriations Committee felt very strongly that they should be.

Senator MONRONEY. Has this been before the House Administration Committee?

Mr. KAMINSTEIN. No, sir. It would go before the House Judiciary Committee. I think some people would like to see what happens on the Senate side on the patent fee bill which is now before the Senate Judiciary Committee.

RELATION OF PAY INCREASES TO COSTS

Mr. MUMFORD. I think, Mr. Chairman, that perhaps it should be stressed that the increased operating cost of the Copyright Office has been not due entirely to increase of personnel, but the pay increases over the years have increased operating costs considerably.

Senator MONRONEY. I have a table of salaries and expenses of the Copyright Office together with the figures from 1959 to 1963, with reference to the application of fees and the estimated value of materials transferred to the library, also the cost of operating this Department, that I would like to put in the record, if there is no objection.

(The table referred to follows:)

SALARIES AND EXPENSES, COPYRIGHT OFFICE

Compared income and cost for the fiscal years 1959-63

	1959	1960	1961	1962	1963
Income:					
Fees applied.....	\$979,941	\$975,192	\$1,009,679	\$1,043,587	\$1,077,747
Estimated value of materials transferred to the Library.....	548,169	551,077	604,013	580,672	584,756
Total.....	1,528,110	1,526,269	1,613,692	1,624,259	1,662,503
Cost:					
Salaries.....	1,226,871	1,280,185	1,390,073	1,396,187	1,476,021
Other costs.....	170,010	169,196	192,542	198,021	196,802
Total.....	1,396,881	1,449,381	1,582,615	1,594,208	1,672,823
Percent, total income compared to cost.....	109	105	102	102	99
Percent, fees as applied to cost.....	70	67	64	65	64

NOTE.—To offset the decline in the ratio of income to cost of operation a bill has been introduced to raise the fees by approximately 50 percent.

INCREASED REGISTRATION SINCE 1957

Mr. KAMINSTEIN. I think our figures show, Mr. Chairman, that since 1957 there has been a 24-percent increase in the number of registrations made and they are continuing to increase. I was wrong before. I said 260,000; 1964 is estimated at 272,000 registrations.

Mr. MUMFORD. But that is an estimate.

Mr. KAMINSTEIN. That is right.

Senator MONRONEY. Do you have any questions?

Senator SALTONSTALL. No; I have no questions.

LEGISLATIVE REFERENCE SERVICE

Senator MONRONEY. We come to the next item on the salary and expenses of the Legislative Reference Service. You are asking, I believe, for an increase of eight over 1964 in personnel; is that not correct?

Mr. MUMFORD. Yes, sir; the major part of this request is to strengthen our staff in its ability to answer inquiries from Members of the Congress in the area of science and technology. Dr. Elsbree, the

Director of the Service, is here and I would be very glad to have him elaborate upon that.

Senator MONRONEY. Dollarwise, in addition to the eight personnel, this would entail an increase of \$181,000?

Mr. MUMFORD. Yes, sir.

Senator MONRONEY. The present appropriation is \$2,119,000. This would take it to \$2,308,000.

Mr. MUMFORD. Yes, sir.

FUNCTION OF REQUESTED PERSONNEL

Senator MONRONEY. These eight would be exclusively for science?

Mr. ELSBREE. In the area of science and public policy, Mr. Chairman. Generally, the inquiries we receive are not purely scientific or technological, but they involve sometimes law, sometimes foreign policy, and other aspects, but they are all tied in.

This group would be working solely on public policy questions or issues.

Senator MONRONEY. Science related?

Mr. ELSBREE. That is right, science related.

SPECIALIZATION IN LEGISLATIVE SERVICE

Senator MONRONEY. What branches do you have now operating for the Legislative Reference Service divided up into specialization?

Mr. ELSBREE. We have the Office of the Director, which includes the executive officer and his small staff, and the Deputy Director, who is in charge of the research end of the operations, generally, and the Coordinator of Research, in charge of the receipt and assignment of inquiries.

LIBRARY SERVICE DIVISION

This is all in the Office of the Director. Then, there is a Library Services Division which does not answer Congressional inquiries, but which services the other divisions in the service. It keeps our main files—of previously prepared materials, our own reports, and clippings from several hundred periodicals and newspapers—and also maintains a bibliographical card file by going through the library's acquisitions on a regular basis making out annotated cards for the researchers. It assists the divisions in maintaining collections of the most used sources, documentary and secondary. In other words, it is a service division.

Then, there are the operating divisions, that is, the divisions that actually answer the inquiries. These are the American Law Division, the largest single division, the Economics Division, the Education and Public Welfare Division, Foreign Affairs Division, which also includes National Defense, and the Natural Resources Division. We have recently changed the title of and have reorganized one division. It used to be History and Government. It is now Government and General Research. We have tried to concentrate in the General Research part of this Division the great bulk of general reference inquiries that can be answered quite quickly, either by telephone or by

sending previously prepared material, Legislative Reference Service reports, Xerox, or other material. This Division answers the larger part of our inquiries, but they are the most readily answered inquiries.

SPECIALIST DIVISION

Then, we have, in addition to this, a Senior Specialist Division. This is not in a true sense a division. Each member of that division is responsible directly to the Director. These specialists are consultants at the higher grades.

Senator MONRONEY. They are supposed to work with the committees of Congress on call.

Mr. ELSBREE. With the committees or an individual member's request that may be particularly difficult. I may say, Mr. Chairman, that as time has gone on the amount of committee consultant work or committee research work has grown to the point where every division is doing some committee work.

INQUIRIES FROM MEMBERS

Senator MONRONEY. How many inquiries a year do you have from the individual members?

Mr. ELSBREE. We, last year, fiscal year 1963, had two categories of inquiries. The fully recorded inquiries were 84,788. Of those, 5,016, Mr. Chairman, were committee inquiries; 79,072 were individual member inquiries.

This included, Mr. Chairman, what we call constituent inquiries.

Senator MONRONEY. This included constituent inquiries?

Mr. ELSBREE. That is right. That figure of 79,072 includes constituent inquiries. In addition to that, there were about 20,000 inquiries which we called spot inquiries. They were quick telephone calls and not even the member's names were recorded, just the number of inquiries. We are abolishing that category and are counting this year and from now on only inquiries which are recorded in full, which would eliminate a lot of these. So there were pretty close to 100,000 actual member inquiries last year, with the understanding that this includes everything.

APPROPRIATION FOR LEGISLATIVE REFERENCE SERVICE

Senator MONRONEY. With the increase of \$181,000 and eight new research people in science, this will give you \$228,000 in the Legislative Reference Service, I believe, for an estimated cost of \$2,308,000 for this Department.

The volume of inquiries, of course, is hard to compare because this would be like comparing apples and watermelons, perhaps. In reference to the history of the Legislative Reference Service, in the House hearings on pages 293 you stated that by 1939 the volume of inquiries had risen to over 6,000 and the appropriation just over \$100,000, and that that would be a cost, if you measured the number of inquiries by the expenditures, of approximately \$16.50 per inquiry.

RATIO OF INQUIRIES TO POSITION

In 1964, the current year, the appropriation is \$2,119,000, and you estimate the number of inquiries at 100,000, or you would come out with an average cost of \$21 per inquiry. Next year, you estimate 105,000 inquiries at a cost of \$2,308,000, or \$22 per inquiry.

Is there any relationship between these per cost inquiries and the service you extend to the committees and other expert work that you have to have as the problems of Congress grow more complicated and technical?

Mr. ELSBREE. Mr. Chairman, of course, I do not know offhand what the salary increases have been since 1939. Of course, they have been very substantial.

Senator MONRONEY. And the number of people, I imagine, has been substantially larger.

Mr. ELSBREE. Yes, sir. I don't have the figures in front of me further back than 1956 on the number of inquiries per position. There were 376 in 1956. Do you have the size of the staff?

Senator MONRONEY. The size of the staff in 1939 was 39 positions at a cost of \$131,500.

Mr. ELSBREE. The number of inquiries was 6,000?

Senator MONRONEY. The number of inquiries, according to the House figure, was 6,000.

Mr. ELSBREE. That is about 150 inquiries per position. We are now going at the rate of about 450 inquiries per position.

Senator MONRONEY. In other words, you are turning out more per person?

TYPES OF INQUIRIES

Mr. ELSBREE. Yes, sir. I am frank to say that, as you say, it is very difficult to make comparisons because an inquiry is everything from a telephone call that you answer immediately without putting the phone down to a job that takes two or three higher-grade specialists 2 or 3 months or even more. Unquestionably the composition of our workload has changed very substantially since 1939 and we haven't had, until this last year, a really detailed analysis of that workload so that we can be quite sure what the charges are.

We know that there have been more inquiries of all kinds, and the efforts I have made in the last 4 or 5 years to keep track of the relative increases indicate to me that what we call the real research load has increased just about proportionately to the total increase, but we will know more about that, I think, in future years.

WORKLOAD INCREASE AND PERSONNEL REQUESTS

Since 1961, for instance, when we last had substantial increases for research personnel, I am quite sure that our research workload increase has been in the neighborhood of 20 percent, which is fairly close to the total, and we have had 12 new positions since 1961, but 10 of those were reference assistants or clerical positions.

Only two were research positions, so our real problem, I think, Mr. Chairman, this year, is partly this terrific increase in the field of science related to public policy, but another point is that the research

workload, in economics, and law, and other fields, has been going up and in order to try and answer these science inquiries at all, we have had to divert personnel from these other fields.

BETTER QUALITY RESEARCH

Senator MONRONEY. One of the reasons, I think, too, it has been going up is the quality of the research. Prior to the Legislative Reorganization Act, we were paying low salaries and we determined that we wanted as adequate research and skilled people, as we had in the executive departments for theirs.

Mr. ELSBREE. That is right.

Senator MONRONEY. I think it has been a good investment because we have increased the quality.

Senator SALTONSTALL. Would the chairman yield?

Senator MONRONEY. Yes, sir.

COST AND LABOR PER INQUIRY

Senator SALTONSTALL. I don't guarantee my arithmetic, but at \$20 an inquiry, it would mean about a half day's work of one of your experts for an average inquiry. I don't guarantee my arithmetic.

Mr. ELSBREE. I am not quite sure.

Mr. MUMFORD. It would depend upon the grade of the person who was doing it.

Senator SALTONSTALL. Oh, certainly, but I mean that would be the average.

HIGH SCHOOL DEBATE MATERIAL

Senator MONRONEY. In this number of inquiries, doesn't it include the high school debating materials?

Mr. ELSBREE. They did in the past, but those are now eliminated from our statistics. A law passed this last session, imposes on the Library the duty of preparing a collection of excerpts and a bibliography on the annual high school debate question and the intercollegiate debate question, but provides that the printing and distribution shall be by the Joint Committee on Printing. We are not relieved of any of the research work, but we are relieved of the big burden of distribution.

Senator MONRONEY. Of the administrative work you are distributing?

Mr. ELSBREE. Yes, sir.

Senator MONRONEY. This is a very fine service. I think the Library in this way reaches more average homes throughout America.

Mr. ELSBREE. One of the committees generally would pick it up and publish it as a committee print, but by the time the decision was made to do it we had had to distribute thousands of copies and then we continued to receive telephone calls.

SPECIAL MATERIALS FOR MEMBERS

Senator MONRONEY. Do you still have the burden of requests for speech material and things of that kind from Members of Congress?

Mr. ELSBREE. Yes, sir. We prepare material to be used in state-

ments. A great deal of material is for presentation at committee hearings. We get hundreds of these requests or for material for use in the preparation of floor statements, and a great many statements to be made before public groups on various matters.

Senator MONRONEY. How about constituent requests?

Mr. ELSBREE. We get a great many of those. We do not get a large proportion of the total, but practically all offices, I think, send us some, some a great many.

Senator MONRONEY. Spotty, as I understand it. Some use it very heavily for constituent mail answers and others do such work themselves. Is that correct?

Mr. ELSBREE. Or use the executive. The executive departments are unquestionably getting a great bulk from what I gather. The great bulk of those we get, four-fifths of them, are handled by sending materials that are simply pulled out of boxes or files of expendable material, which we keep right on hand.

Senator MONRONEY. Thank you very much.

DISTRIBUTION OF CATALOG CARDS

For the distribution of catalog cards, the House has allowed \$3,554,800 for fiscal year 1965, an increase of \$512,000 over the current year appropriation. The House has also allowed an appropriation of \$180,000 in the form of a deficiency for fiscal year 1964.

You request 41 additional positions for the balance of fiscal year 1964 and 21 additional positions for fiscal year 1965. It would appear from the House report, that all of these positions have been allowed.

JUSTIFICATION OF CATALOG CARD DISTRIBUTION

Page 107 of the justifications will be included in the record. The table on this page shows that \$3,560,000 will be returned to the Treasury as a result of this appropriation.

Please justify this to the committee.

(The information referred to follows:)

JUSTIFICATION

As shown in the following table, there has been a rapid increase in number of cards sold and in dollar volume of sales in the last decade:

Year	Returns to the Treasury from sale of cards and publications	Appropriations	Percentage of receipts to costs	Total cards sold
1953	\$1,037,362	\$1,235,107	84	21,181,986
1954	1,087,326	1,264,800	86	22,340,089
1955	1,168,631	1,349,100	87	23,450,243
1956	1,280,172	1,402,359	91	24,692,621
1957	1,441,000	1,487,100	97	26,953,659
1958	1,558,762	1,715,000	91	28,351,083
1959	1,936,010	1,878,635	103	30,093,915
1960	2,171,284	1,981,300	110	32,057,488
1961	2,409,650	2,172,700	111	35,678,496
1962	2,792,099	2,347,000	119	42,386,314
1963	2,959,770	2,754,370	107	46,022,022
1964 (estimated)	3,560,000	3,253,700	109	55,000,000

¹ Includes pending supplemental request for \$211,700.

These cards are sold annually to over 15,000 subscribers throughout the 50 States and several foreign countries.

Distribution of catalog cards

Original, 1964		\$3,042,000
Subject headings	\$99,000	
Ingrades	34,233	
Annualization, pay costs	31,585	
Pay increases, GPO	16,000	
Increase size, NUC	21,000	
MIRA	10,000	
Printing, NUCMC	32,875	
Supplies, NUCMC	1,000	
41 positions, 1965	188,859	
41 positions, 2 months	31,000	
Positions, NUCMC	51,278	
12 positions, NUC	67,793	
3 positions, location register	15,016	
Card printing increase:		
1965	50,000	
1964	50,000	
Total	699,639	
Less 1 day	6,839	
		692,800
Total		3,734,800
Appropriation		3,554,800
Added amount		180,000
Total		3,734,800

INCREASE IN USE OF CARDS

Mr. MUMFORD. This request, Mr. Chairman, is based primarily upon the unprecedented increase in the use of Library of Congress catalog cards by libraries throughout the country. If you will note the table on page 107 of the book of justifications, there has been a tremendous increase in the sale of these catalog cards, so that now in 1964 we expect to sell 55 million cards with a return to the Treasury of about 109 percent of the appropriation.

Libraries are increasing their collections around the country. Some new libraries are being established. The Library Service Act, which gives some Federal matching funds to the States, has stimulated greatly the increase in book collections in libraries all over the country and this, in turn, stimulates the sale of cards.

The demand for catalog cards is something over which we have no control. It is a great service to the libraries of the country. It saves them the cost of original cataloging and, as a self-supporting activity, I think it is very meritorious.

Senator MONRONEY. This is listed as "Distribution of catalog cards." The material for the catalog cards is taken care of as a part of the general expenses of the library.

Mr. MUMFORD. Yes, sir; the cataloging. We would have to catalog the materials for our own use if we didn't sell any cards.

Senator MONRONEY. So there is a free play of the information and the distribution is the main—

Mr. MUMFORD. Is a very useful byproduct of our cataloging. This has been going on since about 1901, but, as I say, it has grown in recent years beyond any expectation.

Senator MONRONEY. And the cataloging, once done, has a continuing demand, I guess, as more libraries ask for the catalogs.

Mr. MUMFORD. Yes, sir. It isn't just cards for new books, but for older books, as well.

Senator MONRONEY. Do you have any questions?

UNION CATALOG LOCATIONS

Senator SALTONSTALL. No. I think on page 118—I just glanced at it—it indicates the estimated locations are 746,000. Does that mean the estimated locations to which these cards may go?

Mr. MUMFORD. No, sir. This refers to the Union Catalog. We publish in printed form a catalog of the books we receive and those that are reported to us by other libraries.

SELF-SUPPORTING ACTIVITY

This, too, is a self-supporting activity. Libraries are reporting more and more titles to us, and the cost of issuing that publication becomes greater, but the money is returned to the Treasury from the subscriptions.

Senator MONRONEY. About 15,000 subscribers in 50 States and foreign countries take this?

Mr. MUMFORD. No, sir. Those figures refer to the sale of catalog cards. This is what this National Union Catalog looks like.

BOOKS FOR GENERAL COLLECTION

Senator MONRONEY. You are asking for no increase in the books for the general collection, \$670,000?

Mr. MUMFORD. No, sir.

Senator MONRONEY. Is that the only acquisition of books that you make for the coming fiscal year other than your copyrights?

Mr. MUMFORD. No. We have a separate appropriation of books for the Law Library.

Senator MONRONEY. This for the general collections, though, is the total investment in new books, is that correct?

Mr. MUMFORD. Yes, with the exception of some small trust funds that are used for the purchase of materials. As you know, we do get a great deal of material by exchange with other libraries in this country and with institutions abroad, and we get considerable material by gift and some transfers from other Federal agencies.

Senator MONRONEY. There is no shortage of funds throwing you behind in your acquisition of the publications that are coming out each year?

Mr. MUMFORD. I think we are able to stay abreast pretty well of the current publications. There are older materials which we did not acquire when originally published that it would be desirable to acquire.

Funds are never sufficient for this purpose, but we decided not to request an addition here for the current year.

Senator MONRONEY. Books for the Law Library, \$110,000. That shows no increase.

Mr. MUMFORD. Yes, sir.

BOOKS FOR BLIND

Senator MONRONEY. For books for the blind, the House has allowed \$2,446,000, an increase of \$546,000 over the current year appropriation.

Mr. MUMFORD. The main part of this is to provide for more titles and more copies of the titles so that blind readers will not have to wait as long in order to obtain the books they wish.

Senator MONRONEY. This is a capital investment, in other words, in the book supply for the blind?

Mr. MUMFORD. Yes, sir.

Senator MONRONEY. Which has been inadequate to meet the needs of servicing these unfortunate people?

Mr. MUMFORD. Yes, sir. As I said earlier, the number of blind people who are using the service is constantly increasing. We are now serving in the neighborhood of 90,000 blind people.

Senator MONRONEY. Do you have any questions, Senator?

Senator SALTONSTALL. No, sir.

Senator MONRONEY. Pages 125 through 128 of the justifications will be included in the record at this point.

Please present your reasons for requesting the increase in this appropriation.

(The information referred to follows:)

Salaries and expenses, Books for the Blind

1964 regular bill-----	\$1,900,000
1965 estimates-----	2,446,000
Net increase-----	546,000

ANALYSIS OF INCREASES AND DECREASES

Decreases:

1. Regular pay in excess of 52-week base-----	824
1964 required the appropriation of funds for 1 additional day than is normally necessary, or a total of 262 days.	
1965 will require only 261 days.	

Increases:

2. Ingrade increases and other anticipated increases in salary costs-----	3,686
Of this amount approximately 75 percent is for ingrade increases and 25 percent for reallocations.	

3. Annualization of pay raise costs-----	3,849
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The 1964 appropriation provided funds to finance the 1964 pay increase required by Public Law 87-793 for approximately ½ year.

Funds are requested to provide for this same pay increase on a full-year basis as follows:

Salaries-----	\$3,603
Personnel benefits-----	246

Total-----	3,849
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4. Publication contracts and braille handcopy process-----	38,000
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An increase of \$25,000 is requested to provide for an increase in the size of catalogs from which readers select books and an increase in the number of copies distributed of each catalog.

An increase of \$13,000 is requested to provide for additional single copy books transcribed into braille by sighted volunteers and proofread by blind individuals to meet the specialized requirements of blind persons.

5. Books and library materials.....		487,000
Increases are requested for books and library materials as follows:		
Books in raised characters, \$50,000: To provide braille editions of books of a vocational and professional nature, an area which has been virtually ignored heretofore.		
Braille music, \$37,000: Approximately \$12,000 was provided in the 1964 appropriation to start a library of musical scores and instructional texts for blind persons. Response to this program indicates the need to increase this amount by \$37,000 to provide for a useful collection.		
Sound reproductions disk, \$300,000: To provide additional copies of talking books on records, and to add 2 new periodicals. This increase will provide editions of up to 500 copies of 400 book titles plus a total of 11 talking book periodicals. This will help reduce the period of waiting for popular books now experienced by blind persons.		
Sound reproductions, tape, \$100,000 (new item): Recordings of books and periodicals on magnetic tape was started as an experiment 3 years ago. Response has been such that as of June 30, 1963, more than 2,700 blind persons who have their own tape players are using this service. The increase requested will permit growth of the collections and enable submasters to be made and distributed to regional libraries so that they can duplicate copies for regional use.		
6. New positions (3).....		14,289
To provide technicians and circulation assistance in several areas of the blind program.		
2 GS-5 and 1 GS-3.....	\$13,292	
Contribution to retirement.....	806	
Group life insurance.....	41	
Contribution to health benefits.....	150	
Total.....		14,289
Total increases.....		546,824
Net increases.....		546,000

MICROFILMING PRESIDENTIAL PAPERS

Senator MONRONEY. In relation to the next item, "Organizing and microfilming the papers of the Presidents," this is moving forward in the present appropriation the same as last year. \$112,800 is adequate and no personnel additions are required.

Mr. MUMFORD. That is correct, Mr. Chairman, and you will recall that originally the bill which authorized this work and directed us to do it had a ceiling of \$720,000 on it. We were required to make this estimate in a very short time. We had never undertaken this kind of thing before.

The estimate was much too low, and we have had a bill introduced that would lift that ceiling and it passed the Senate yesterday. The House passed it sometime ago, so that it is possible to appropriate the \$112,800 now without going over the ceiling.

PRESERVATION OF AMERICAN MOTION PICTURES

Senator MONRONEY. The preservation of American motion pictures is a very recent program, is it not?

Mr. MUMFORD. Well, it has been going—

Senator MONRONEY. About 6 or 7 years?

Mr. MUMFORD. It has been going for several years now. It originally applied to the preservation, by conversion to safety base film, of the paper prints that were deposited by producers in lieu of film from 1894 to 1912 and to the valuable Kleine collection of motion pictures on perishable nitrate film. This work has been completed and this committee and the House committee have, for the last 2 years, agreed to have us continue this program because we have a very large amount of material on nitrate film that will be lost if it is not transferred to safety film. We are doing it gradually and expect to test materials to see what is in danger of being lost so that we don't have an enormous program facing us overnight.

Senator MONRONEY. This \$50,000 is sufficient to carry on the work to transfer the film, and you get the film by donation from the motion picture industry?

Mr. MUMFORD. This is older film, Mr. Chairman, deriving from the period when nitrate film was used exclusively. Today the films we receive through copyright deposit, and we make only a small selection of the total films that are copyrighted, are on safety film. Therefore, we don't have the problem with films that are coming in today.

Senator MONRONEY. Storing and cataloging require some of that \$50,000? Very little of the \$50,000 is invested in film itself?

Mr. MUMFORD. No, sir; all of it is for the actual conversion, except for one position.

Senator MONRONEY. To the safety film?

Mr. MUMFORD. Yes.

Senator SALTONSTALL. Mr. Chairman, this is to preserve. I remember when this program started and it is a very essential part of our American life.

Mr. MUMFORD. Yes, sir, there is a great deal of important historical documentary material in these films and it would be lost to posterity if we didn't do this.

Senator MONRONEY. This is what it would actually cost?

Mr. MUMFORD. Yes, sir.

FILMS IN LIBRARY

Senator MONRONEY. I saw a film the other night, the night before the opening of baseball season, President Wilson throwing out the first ball and then President Harding and others. It took you back through history and I imagine some of that film came from our Library here, did it not?

Mr. MUMFORD. I suspect that particular sequence came from our collection because we have many historical events so recorded. We have the first pictures that were taken in the Vatican, for instance, about 1897, Admiral Dewey boarding his flagship, the first automobile race in New York in 1904, and many, many things.

CHARGES FOR FILM

Senator MONRONEY. Do you charge a fee charge for that when it is put out to television and the networks?

Mr. MUMFORD. Yes, sir; we charge for the actual cost of making copies, and, in addition to that, firms are asked to provide for an equivalent amount of conversion of nitrate film as a service charge; so we get a little bit of this conversion done through the charges to the people who use the film.

Senator MONRONEY. But otherwise the service is free to legitimate distributors?

Mr. MUMFORD. Yes, sir, of the film that is in the public domain, they are available to people who want them.

FOREIGN CURRENCY PROGRAM

Senator MONRONEY. For the collection and distribution of library materials, the House has allowed \$1,417,000 in foreign currencies and \$124,500 in American dollars.

I will insert into the record page 155 of the justification, which gives the figures and the countries involved in this program and pages 144 and 145 of the green sheets.

(The information referred to follows:)

Special foreign currency program: Analysis of increases 1965 over 1964, by country

Country	1964 appropriation		Annualization, 1965		Other increases, 1965		Estimate, 1965	
	U.S. dollars	Foreign currencies	U.S. dollars	Foreign currencies	U.S. dollars	Foreign currencies	U.S. dollars	Foreign currencies
United Arab Republic.....	\$11,334	\$127,000	-----	-----	-----	-----	\$11,334	\$214,000
India.....	20,783	471,000	-----	-----	-----	-----	20,783	590,000
Pakistan.....	-----	95,000	-----	-----	-----	-----	10,966	118,000
Burma.....	5,483	63,000	\$5,483	\$63,000	\$10,966	17,000	10,966	143,000
Indonesia.....	5,483	63,000	5,483	63,000	-----	17,000	10,966	143,000
Israel.....	5,483	79,000	5,483	79,000	-----	51,000	10,966	209,000
Poland.....	-----	-----	-----	-----	10,966	150,000	10,966	150,000
Yugoslavia.....	-----	-----	-----	-----	10,966	150,000	10,966	150,000
Subtotal.....	48,566	898,000	16,449	205,000	32,898	614,000	97,913	1,717,000
U.S. personnel and related costs.....	31,434	-----	3,110	-----	10,543	-----	45,087	-----
Total.....	80,000	898,000	19,559	205,000	43,441	614,000	143,000	1,717,000

Collection and distribution of library materials (special foreign currency program), Library of Congress

1964 regular bill-----	\$978,000
1965 estimate-----	1,860,000
Net increase-----	882,000

Analysis of increases

1. Acquisition of books and other library materials-----	+\$640,000
The increased amount will permit the annualization of book-purchasing programs carried out in Burma, Indonesia, and Israel during the last 6 months of 1964, and the initiation of book-purchasing programs in Poland and Yugoslavia.	
2. Bibliographic control-----	+58,000
This amount will provide for the preparation of bibliographic entries in card and list form in Poland and Yugoslavia to aid the Library of Congress and other recipient libraries in their cataloging programs. The present program of bibliographic listing in Burma, Indonesia, and Israel will be annualized.	
The lists resulting from this activity serve to make known to libraries not participating directly in the program the books acquired and available in the United States.	
3. Operation of centers-----	+121,000
The additional amount requested will permit the establishment and equipping of new centers in Poland and Yugoslavia and will provide for the annualization of existing centers in Burma, Indonesia, and Israel.	
4. Program support (U.S. dollars)-----	+63,000
The increase in dollar support provides for payment of salaries and fringe benefits for the oversea directors of the new centers Poland and Yugoslavia; for a director of the existing operations in Pakistan; for annualization of the salaries of the directors in Burma, Indonesia, and Israel; for ingrade increases in present salaries; and for payment of full salary in U.S. dollars while U.S. staff is on home leave.	
Total increase-----	+882,000

REASON FOR INITIATING PROGRAMS

Senator MONRONEY. I wish you would briefly describe this program, as to where the materials go and what use they are put to.

Mr. MUMFORD. If I may go back a step, Mr. Chairman, this program was initiated because of the great difficulty of obtaining important publications from these countries. Neither the Library of Congress nor other large research libraries on their own were able to get a good coverage of the important publications because the book trade is not organized in these countries in such a way that would facilitate or assure the obtaining of such publications.

OPERATION OF PROGRAMS

On pages 147 and 148 are listed the libraries that are participating in this. Centers are established in each foreign country for the purpose of maintaining direct contact with government agencies that are issuing publications and with dealers that supply trade publications. Because we purchase multiple copies, it becomes worthwhile for the dealers to give attention to the program and assures a rather comprehensive coverage of the important publications.

Books are received, are listed, and accession lists are prepared for them by a native staff. In New Delhi, for instance, we have 46 employees working with 18 different vernacular languages. These accession lists come to the libraries in the United States, not only to those that are receiving material but to others as well.

The native staff also does the preliminary cataloging, making use of their linguistic abilities. They send the cataloging copy to the Library of Congress where it is revised, and cards are printed and distributed to the libraries that are receiving the material. The libraries and the scholars of the country have hailed this as a major advance in providing more information for research on these countries.

USE OF FOREIGN CURRENCIES

Senator MONRONEY. In other words, by the use of this foreign currency, which has very little value to us, particularly in many of the countries where these programs are working, we are enhancing our knowledge and the availability of what is being published throughout the world, and particularly in these particular areas. Is that correct?

Mr. MUMFORD. Yes, sir, and the countries themselves have welcomed this because they are pleased that we want to know more about them and that our scholars and research people will have these materials available for research: so we have received very good cooperation from the local authorities and, of course, from our own State Department in carrying on the program.

DOLLAR CONTRIBUTION TO PROGRAM

Senator MONRONEY. Last year we had \$32,898 in the dollar contribution to this work overseas, plus another \$10,543 of U.S. personnel and related costs for a total of \$43,441. The programs in Burma, Indonesia, and Israel total \$16,449 U.S. dollars plus related personnel costs of \$3,110, or \$19,559, which is the way the House passed this. Is that correct?

Mr. MUMFORD. I think that is correct, Mr. Chairman.

INCLUSION OF POLAND AND YUGOSLAVIA

Senator MONRONEY. And you said the decision on whether we would include Poland and Yugoslavia was a matter for the Congress to decide and the Library had no recommendation on it, is that correct?

Mr. MUMFORD. We would be very pleased if this committee would adopt it and if the House committee would accept it.

Senator MONRONEY. In other words, this would employ with local currency certain numbers of personnel in Poland and Yugoslavia to do this indexing work?

Mr. MUMFORD. Yes. It would be almost all native personnel with one American in charge of the project.

Senator MONRONEY. In each country?

Mr. MUMFORD. Yes.

Senator MONRONEY. That is the \$10,966?

PROGRAM COSTS

Mr. MUMFORD. We would be paying 75 percent of the salary of those two people in American hard dollars.

Senator MONRONEY. I don't understand quite. You add \$10,966 in Poland and Yugoslavia, but your U.S. personnel and related costs total \$45,887, which jumps the total dollar contribution. Where does that money in that last line item go?

Mr. MUMFORD. Mr. Stevens, who is in charge of the project, is here and may wish to speak to this, but I know it includes an item for one American to go to Karachi, Pakistan. Heretofore we have carried on the program in New Delhi with an American traveling from India and this is not entirely satisfactory. Mr. Stevens can elaborate further on that item of total personnel.

INCREASE IN HARD DOLLARS FOR PROGRAM

Senator SALTONSTALL. If the chairman would yield, it would increase the hard dollars from \$19,500 to \$43,400 if we add Poland and Yugoslavia as I read these figures.

Mr. STEVENS. Sir, if we add Poland and Yugoslavia, we would be adding only the two positions which show in the column under "Other increases—1965 U.S. dollars."

Senator SALTONSTALL. \$10,966.

Mr. STEVENS. \$10,966 in each country, and that represents 75 percent of the salary of the American. He would get the remainder of his salary from the foreign currency amount which shows in the next column.

Senator SALTONSTALL. Are we looking at the same table?

Mr. STEVENS. Right here, sir, under "Other increases—1965 U.S. dollars."

Senator SALTONSTALL. It would make a total, Mr. Chairman, of hard dollars of \$143,000, is that correct? That is the next to the last column, and as opposed to foreign currency of \$1,717,000.

Mr. STEVENS. That is correct, sir. That \$143,000 includes not only the new positions in Poland and Yugoslavia, but annualizing positions in Burma, and Indonesia, and Israel which were covered in last year's budget for half a year.

Senator MONRONEY. But the dollar cost in 1964 goes up from \$80,000 to \$143,000 in 1965?

Mr. STEVENS. Yes, sir.

Mr. MUMFORD. That is correct.

Senator SALTONSTALL. We get a full year in Israel, where we have only had a half year, a full year in Indonesia, and a full year in Burma, and a full operation in Pakistan when we only had a branch operation there.

In other words, this is a very small program and it is expanding now to take in more than twice as many countries?

Mr. STEVENS. That is correct.

CONTRIBUTIONS OF RECEIVING LIBRARIES

Mr. MUMFORD. Mr. Chairman, if I may point out, and I think this is important, the libraries that are receiving this material will be contributing about 29,000 hard dollars to the program for participation in it and in addition will contribute about \$165,000 for the co-operating cataloging of materials, which assists us at the Library of Congress greatly as well as serving the purposes of the participating libraries. So they are making a very substantial investment in this project.

Senator SALTONSTALL. What is the net cost in hard dollars, not \$143,000, but \$143,000 less—

Mr. MUMFORD. Less \$29,000 in contributions because the \$165,000 for cooperative cataloging goes to employ catalogers to handle the material.

NET COST OF PROPOSED YUGOSLAV-POLISH PROGRAM

Senator SALTONSTALL. Would you tell us if the Senate decided to add Poland and Yugoslav what is the net cost of the program in dollars, as opposed to the \$1,717,000 that is in foreign currency? I think that is important to know.

Mr. STEVENS. Sir, each participating library pays into the Treasury \$500 for each set of publications from each country, and if we were to add Poland and Yugoslavia to these other countries this would increase the number of libraries by 24 and it would bring the hard dollar contribution up to \$42,000 next year.

Senator SALTONSTALL. So the net cost would be approximately \$100,000 to the Government?

Mr. STEVENS. That is correct, sir.

Senator SALTONSTALL. Instead of \$143,000, which you show. You get back \$42,000 of that?

Mr. STEVENS. Yes, and that goes directly into the Treasury. That is not available to us for expenditure.

Mr. ROGERS. To put it another way, Senator, the hard dollar costs proposed in Yugoslavia and Poland would be just under \$22,000 and we would recover \$12,000 of that from contributions from participating libraries.

FINANCING RUSSIAN ACCESSIONS

Senator SALTONSTALL. These Russian Accessions are entirely outside of the figures that you are giving us?

Mr. MUMFORD. Yes, sir.

Senator SALTONSTALL. And that is entirely financed by the National Science Foundation.

Mr. MUMFORD. Has been in this current year.

Senator SALTONSTALL. And the House stated it should be this year.

Mr. MUMFORD. Two-thirds of it.

Senator SALTONSTALL. Two-thirds.

Senator MONRONEY. This is completely separate?

Mr. ROGERS. That is under the first program, Library of Congress salaries and expenses, page 24. It actually begins on page 21.

Mr. MUMFORD. Senator, you may be interested in seeing some of the catalog cards that are produced for this material.

PERSONNEL REQUEST—RUSSIAN ACCESSIONS INDEX

Senator MONRONEY. At that point I would like to put these pages in the record for further information on this program.

(The information referred to follows:)

JUSTIFICATION OF NEW POSITIONS REQUESTED

To provide for direct financing of the publication of the Monthly Index of Russian Accessions¹ Cyrillic Bibliographic Project, Monthly Index of Russian Accessions Section, 38 positions

1 GS-12-9 Editor.....	\$12,626
1 GS-11-7 Subject cataloger-translator.....	10,109
1 GS-11-5 Subject cataloger-translator.....	9,547
2 GS-11-3 Subject cataloger-translators, at \$8,986.....	17,972
1 GS-11-2 Assistant editor.....	8,694
1 GS-9-6 Subject cataloger-translator.....	8,195
1 GS-9-7 Subject cataloger-translator.....	8,424
1 GS-7-6 Head, card copy and indexing.....	6,781
1 GS-7-4 Supervisor, cataloging and searching.....	6,386
1 GS-6-8 Assistant head, card copy and indexing.....	6,469
2 GS-5-6 Catalogers, at \$5,491.....	10,982
5 GS-5-4 Editorial assistants, at \$5,179.....	25,895
1 GS-5-2 Proofreader.....	4,867
1 GS-5-2 Searcher.....	4,867
1 GS-5-2 Filer.....	4,867
1 GS-5-2 Preliminary cataloger.....	4,867
1 GS-4-4 Serial assistant.....	4,638
2 GS-4-4 Editorial clerks, at \$4,638.....	9,276
1 GS-3-9 Arranger-messenger.....	4,784
7 GS-3-4 Clerk-typists, at \$4,202.....	29,414
4 GS-3-2 Clerk-typists, at \$3,994.....	15,976
1 GS-2-2 Arranger.....	3,744
Total.....	219,380
Personnel benefits.....	17,107
38 positions.....	236,487

¹ The cost of printing this publication, \$28,000, is covered under the appropriation "Distribution of Catalog Cards."

Financial support for MIRA has come from several sources since its inception in 1948. Last year the House Appropriations Committee, responding to a request for a direct appropriation for this purpose, provided that support for 1964 should come from the National Science Foundation. It was also indicated that " * * * another look can be taken at the financing arrangement in future budgets." The Senate Appropriations Committee concurred. On the grounds that about a third of the contents of MIRA relate to subject fields outside the mission of the agency, the National Science Foundation has urged the Library to include funding for MIRA in its own budget for 1965.

The report of the user survey made last year by the Diebold Group, Inc., indicated strong support for continuance of this publication. In its summation the report stated:

"It is estimated that about 2,500 individual users would be critically affected if MIRA were to be discontinued, including about 1,500 physical scientists.

"The body of opinion developed in this study discloses numerous important benefits from the use of MIRA, and many claims of serious adverse effects should the publication be discontinued. The results of the study point toward the continuation of MIRA"

Two specific improvements most frequently requested by users were made in 1964. The listing of tables of contents of periodicals, the former part B of the index, was reinstated, and a reduction in the timelag in listing publications was achieved.

Sixty-five to seventy percent of the contents of the index fall into the fields of science and technology and its heaviest use is by physical scientists. However, use by social scientists is also significant. It should also be noted that the Library of Congress makes considerable use of this publication for the bibliographical control and reference exploitation of its own collections.

All positions requested are in the present table of organization of the Monthly Index of Russian Accessions.

Table of increase in number of monographs received and in number of outside library entries received for listing in MIRA

	1960	1961	1962	1963
Monographs received in the Library of Congress.....	35,900	43,100	54,600	55,300
Other locations reported.....	32,200	35,600	46,600	71,500
Total.....	68,100	78,700	101,200	126,800

RETURN OF BOOKS UNDER FOREIGN CURRENCY PROGRAM

Senator MONRONEY. I would like to ask in reference to this foreign currency program, do the books and the publications that are purchased all come back to the libraries in the United States that are participating?

Mr. MUMFORD. Yes, sir.

Senator MONRONEY. And the programs supported by these libraries and by the Library of Congress increase the sum total of information on science and technology, and Government, and all the information we can get as to what is going on in these various nations?

Mr. MUMFORD. Yes; that is entirely correct.

Senator MONRONEY. The thrust of the program is to make our scholars more aware and better informed than they would otherwise be by picking it up through propaganda sources or other means.

This provides basic documents that are published generally for distribution within the underdeveloped areas in the Far East and through the Communist bloc countries?

Mr. MUMFORD. Yes, sir.

AVAILABILITY TO SCHOLARS AND PUBLIC

Senator MONRONEY. And in Poland and Yugoslavia these publications are available to the general public and scholars?

Mr. MUMFORD. You say available to the scholars in Yugoslavia?

Senator MONRONEY. Yes. I mean these are domestic or internally circulated items.

Mr. MUMFORD. Yes, sir; Government publications and trade publications which are available there, which we bring over and make available to the scholars and public here.

HOUSE ALLOWANCE, CATALOG CARD DISTRIBUTION

Senator MONRONEY. Just one further question. The House allowed \$180,000 for the distribution of catalog cards for the current year, fiscal 1964, and \$3,554,800 for the next year, fiscal 1965.

You say in your prepared statement if action cannot be taken this year this should be added to the 1965 request. Why is this?

Mr. MUMFORD. Mr. Chairman, this is rather involved, the matter of the supplemental request and the amended request and the regular request.

I would like to ask Mr. Rogers to undertake to state the figures on that.

Mr. ROGERS. Senator, I think if you look at this table (see p. 38) it will help to explain why this is necessary. This itemizes the amounts that are included in this particular request. You will see there are three items with a checkmark which add up to the \$180,000 down below: the subject headings, \$99,000; the 41 positions for 2 months of this fiscal year, \$31,000; and the \$50,000 for increase in card printing.

Now, each one of those three items will be necessary as far as the program is concerned whether or not they can be spent this year or next.

In other words, the subject heading list is a one-time appropriation and if it is financed and paid for this year, it will not be done next year. The work that has to be done in the Card Division for which we have asked the 41 positions earlier is still going to be there whether we get it done before July 1 or afterward.

SUPPLEMENTAL FOR SEVERE ARREARAGE

At the moment we have a very bad arrearage there, and that is why we had to ask for a supplemental. The same thing is true of card printing. There is a backlog in card printing; if we don't get that done before July 1, the printing is still going to have to be done in order to supply the cards to the libraries.

Senator MONRONEY. The need has to be liquidated by this \$180,000 charge?

Mr. ROGERS. Yes, sir. We would expect, of course, in fiscal 1966 to drop nonrecurring amounts like the \$99,000 for the subject headings.

Senator MONRONEY. And the \$50,000 for increasing the number of cards, is that correct?

Mr. ROGERS. Yes, sir.

ADDED FUNDS NECESSARY

Senator MONRONEY. The House language could be amended to make the funds available in 1964 and 1965, could it not, and it would not be necessary to add it in?

Mr. ROGERS. No, sir; the amount does have to be added. Otherwise the funds will not be available. That is correct, is it not, Mr. Welsh?

Mr. WELSH. Yes, sir; if we are unable to expend or obligate the funds in fiscal 1964, they will have to be included in the base for 1965.

Senator MONRONEY. Unless they are what?

Mr. WELSH. Unless the funds were included in the base in 1965 we wouldn't have authorization to expend these funds in 1965. I see Mr. Scott does not agree.

Senator MONRONEY. I think he wants to make it available in 1964 and in 1965.

Mr. WELSH. Yes.

Mr. ROGERS. I thought the wording of the House bill did provide this.

Senator MONRONEY. It says \$180,000 to be immediately available.

BUDGET BUREAU OPINION ON FUNDS AVAILABILITY

Mr. SCOTT. The Bureau of the Budget has advised the committee that unless this money is made available in 1965 by language to be included in the bill it will expire on June 30.

Mr. ROSSITER. That should read "To be continued until expended."

Mr. SCOTT. Yes.

Senator MONRONEY. You could do it that way?

Mr. SCOTT. Yes.

Senator MONRONEY. It could be continued. I would like to put some documents in the record and, Mr. Mumford, if we need further information we will call on you. Of course the repairs that are being done at the Library of Congress are rather extensive. Are they well underway now by the Architect of the Capitol?

Mr. MUMFORD. Yes, indeed.

ADDITIONAL SPACE, TOP FLOOR OF ANNEX

Senator MONRONEY. One thing I am sorry we didn't get a chance to go into, and we might go into it a bit, is the need for the additional space on the top floor of the annex.

Mr. MUMFORD. It is very badly needed. This space has not been usable as workspace up to now because of lack of lighting and ventilation. As I indicated, we can locate approximately 140 people there and thereby relieve some of the congestion in other parts of the annex.

We are just trying to make use, Mr. Chairman, of every inch of space that could possibly be utilized for operations until such time as we get an additional building.

Senator MONRONEY. We made some temporary space available to you in the Naval Weapons Plant.

Mr. MUMFORD. Yes.

Senator MONRONEY. Would the space there be less expensive to recondition than this part?

Mr. MUMFORD. At the Naval Weapons?

Senator MONRONEY. Yes. I notice you will have to store materials now that are in the annex fourth floor out in Maryland.

Mr. MUMFORD. We have some figures on that. Mr. Welsh?

Mr. WELSH. Yes. The space in the fourth floor of the annex can be renovated at a very reasonable rate. It would include air conditioning and new lighting and heating. It would be cheaper to do that than to renovate space in the navy yard annex.

Senator MONRONEY. You have no figure from the Architect yet on that, or will that be in his presentation?

Mr. WELSH. Yes; it will be in tomorrow.

Mr. MUMFORD. And, of course, we don't have any offer of any available additional space at the Naval Weapons Plant at the present time.

COMMITTEE RECESS

Senator MONRONEY. The committee will stand in recess and you will be subject to call on any further application the committee might desire.

We will be in recess until 9 o'clock tomorrow morning.

(Whereupon, at 10 a.m., Friday, April 17, 1964, the committee recessed, to reconvene at 9 a.m., Saturday, April 18, 1964.)

LEGISLATIVE BRANCH APPROPRIATIONS FOR 1965

SATURDAY, APRIL 18, 1964

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

The subcommittee met at 9 a.m., pursuant to recess, in room 1223, New Senate Office Building, Hon. A. S. Mike Monroney (chairman of the subcommittee) presiding.

Present: Senators Monroney, Hayden, Proxmire, and Saltonstall.

ARCHITECT OF THE CAPITOL

STATEMENT OF J. GEORGE STEWART, ARCHITECT OF THE CAPITOL, ACCOMPANIED BY CHARLES A. HENLOCK, ADMINISTRATIVE OFFICER; PHILIP L. ROOF, EXECUTIVE ASSISTANT; WALTER L. RUBEL, COORDINATING ENGINEER; THOMAS F. CLANCY, SUPERVISING ENGINEER, CAPITOL BUILDING, J. LEWEY CARAWAY, SUPERINTENDENT, SENATE OFFICE BUILDING; PAUL PINCUS, LANDSCAPE ARCHITECT AND HORTICULTURIST; CHARLES A. DURKIN, ASSISTANT TO ADMINISTRATIVE OFFICER; AND DANIEL J. GEARY, ACCOUNTING OFFICER

ESTIMATES AND HOUSE ALLOWANCE, 1965

Senator MONRONEY. The Legislative Subcommittee on Appropriations will be in session.

We are glad to have as our first witness today the Architect of the Capitol and his staff.

Mr. Stewart, do you have a statement?

Mr. STEWART. Yes.

Senator MONRONEY. The estimates by the Architect of the Capitol for fiscal year 1965 are in the amount of \$22,236,400 and the House has allowed \$19,607,000.

Mr. STEWART. That is right.

Senator MONRONEY. By custom, the House has not considered the items for the Senate. I would like to insert in the record at this point the table showing the figures for last year, the budget estimate and the amounts in the House bill.

(The table referred to follows:)

Appropriation	Appropriations, 1964	Budget estimates, 1965	House bill, 1965	House allowance, 1965, over/under 1964 appropriations	House reduction under estimate	Senate items and restoration requested
ARCHITECT OF THE CAPITOL						
Salaries, Office of the Architect	\$442,500	\$569,000	\$539,000	+\$96,500	-\$30,000	-----
Contingent expenses	50,000	50,000	50,000			-----
Capitol Buildings	1,428,500	² 1,675,000	1,630,000	+201,500	-45,000	-----
Extension of the Capitol	700,000	³ 125,000	125,000	-575,000		-----
Capitol Grounds	476,000	678,000	665,000	+189,000	-13,000	-----
Senate Office Buildings	2,535,300	2,402,000				+\$2,402,000
Legislative garage	50,500	52,000	52,000	+1,500		-----
House Office Buildings	1,778,000	3,354,000	3,230,000	+1,452,000	-124,000	-----
Acquisition of property, construction, and equipment, additional House Office Building (liquidation cash)	20,000,000	8,000,000	8,000,000	-12,000,000		-----
Capitol Power Plant (operation)	2,213,000	2,706,000	2,700,000	+487,000	-6,000	-----
Planning for restoration, old Senate Chamber and old Supreme Court chamber in Capitol	37,500			-37,500		-----
Library Buildings and grounds:						
Structural and mechanical care	3,388,200	2,396,000	2,396,000	-992,200		-----
Furniture and furnishings	180,000	229,400	220,000	+40,000	-9,400	-----
Total, Architect of the Capitol	33,279,500	22,236,400	19,607,000	⁴ -11,137,200	⁴ -227,400	⁵ +2,402,000

¹ And reappropriation, estimated now at \$82,000.² Includes \$160,000 in H. Doc. 284.³ Submitted in H. Doc. 284.⁴ Excludes figures for fiscal years 1964 and 1965 for "Senate" and "Senate office buildings", which items are customarily not considered by the House.⁵ Since House did not consider Senate items, the amount in the column is larger than House reductions under budget estimates.

SALARIES, OFFICE OF THE ARCHITECT

Senator MONRONEY. You may proceed with your statement, Mr. Stewart.

Mr. STEWART. The first appropriation item is on page 12 of the justification—

Senator MONRONEY. Do you have copies of that?

Mr. STEWART. Yes.

Under this appropriation, we are asking \$44,800 increase for 1965 to meet on a full-year basis the cost of 14 additional positions allowed on a part-year basis for 1964, on the central professional administrative, fiscal, and clerical staff of the **Architect of the Capitol**, previously carried on construction project payrolls. The amounts allowed for 1964 provided for the 5½-month period, January 16–June 30, 1964.

ADDITIONAL POSITIONS

We are also asking \$51,976 for six additional positions. Four of these are electronic equipment technicians and have been approved by the House. The House has, however, added these four positions to the "Capitol Buildings" appropriation, instead of the "Salaries, Architect" appropriation, in view of two longstanding precedents. The "Capitol Buildings" appropriation has for many years carried the

funds for the personnel operating and maintaining the electrical substations in the Capitol, Senate, and House Office Buildings; also, for the special elevator maintenance force charged with the responsibility of special testing, inspecting, and recabbling of all elevator units in all buildings under the Architect, while the supervising elevator engineer and his assistant have been carried on the "Salaries, Architect" payroll. The House considered the same arrangement should be followed with respect to the four electronic technicians, since they will service extensive electronic equipment in the Capitol, the New Senate Office Building, and the Rayburn House Office Building. The time of two men will be required for the Capitol and Senate Office Buildings, and the time of the remaining two will be required for the Rayburn Building. Further detail with respect to these jobs and the amount of equipment to be serviced and maintained by them is set forth on pages 16 and 17 of the justifications.

TRANSFER OF CONSTRUCTION POSITIONS

Last year, we told the committee that we would have one or two more positions to request be transferred from construction rolls to the permanent central office staff of the Architect, before completing our organization. We are asking for those two positions for 1965—one an attorney, and one an architectural engineer. The need for these two positions is set forth on pages 13, 14, and 15 of the justification and I would like to read those sections of the justification.

Justification of salaries, Office of Architect

1964 appropriation in annual act-----	\$442,500
Deductions:	
Regular pay above 52-week base allotment decreased from \$3,200 to \$1,800 due to 1964 being leap year and containing 2 additional days instead of the usual 1 additional day above the 52-week base-----	-1,400
Base for 1965-----	441,100
Additions:	
Within grade salary advancement and other changes authorized by the Classification Act of 1949, as amended-----	6,295
Increased pay costs due to Public Law 87-793, approved October 11, 1962, "Federal Salary Reform Act of 1962," to cover increases which went into effect January 5, 1964, under authority of that act and must be met on a full-year basis in 1965-----	5,236
Wage-rate increases authorized by Public Law 763, 83d Congress for wage-board employees-----	793
Overtime and holiday pay increased by \$9,600 to meet increased pay costs under this allotment resulting from base pay increases and the proposed addition of 6 positions-----	9,600
An increase of \$44,800 is requested for 1965 to meet on a full-year basis the cost of 14 additional positions allowed on a part-year basis for 1964, on the central professional administrative, fiscal, and clerical staff of the Architect of the Capitol, previously carried on construction project payrolls. The amount allowed for 1964 provided for the 5½-month period, January 16, 1964, to June 30, 1964-----	44,800
6 additional positions: 1 attorney, GS-15, at \$15,665 per annum; 1 architectural engineer, GS-13, at \$11,725 per annum; 2 assistant electronic equipment technicians, wage board 12, at \$6,448 per annum each; 2 electronic equipment technician helpers, wage board 10 at \$5,845 per annum each-----	51,976

NEED FOR ATTORNEY POSITIONS

Mr. STEWART. The need for these positions is explained as follows:

Attorney, GS-15 at \$15,665 per annum: The Architect's Office is not presently provided with an attorney on its permanent office staff. The point has now been reached where the legal workload of the Architect's Office requires the full-time service of an attorney, in order to properly protect the Government's interest. These services are required for both maintenance and construction activities and in connection with administration of the numerous laws affecting the operations and activities of the Architect of the Capitol.

The services of the attorney, requested to be added to the permanent office staff for 1965, are required for such work as the following:

Review of all specifications for maintenance and construction work to insure their conformity with the requirements of law, particularly to see to it that they do not contain restrictive provisions in violation of the open competitive bidding requirements of section 3709 of the Revised Statutes, as amended, which govern the Architect, generally, in his operations, and also to endeavor to eliminate ambiguities; review of proposed contracts to insure their conformity with the law, including their legal sufficiency as to form and execution, inclusion of Davis-Bacon, Contract Work Hours Act of 1962, Walsh-Healey, and other applicable statutory requirements, and securing decisions from the Secretary of Labor whenever questions arise as to the proper application of such laws to contract operations under the Architect; advice as to application of general statutes to the Architect of the Capitol and his functions in cases where any doubt exists as to their application or manner of application and the securing of decisions from the Comptroller General where necessary; negotiating settlements under the Federal Torts Claims Act, and development of information required for the hearing of claims under that act which are filed with and adjudicated by the courts; proper execution of released under contracts; negotiation of settlement of claims under contracts; conference with the legal staffs of the Comptroller General and Attorney General and any other Government agencies where mutual collaboration or advice in legal matters is required; codification of laws applicable to the Architect of the Capitol and his functions; legal advice with respect to decisions of the Comptroller General and of the courts in their application to the Architect of the Capitol and his functions.

LEGAL DETERMINATIONS MORE DIFFICULT

Contract administration, in particular, has become more and more complex in recent years, not only with legislative changes, but due largely to the fact that in the present era, most contractors maintain legal services for screening and interpretation of plans and specifications and raise legal questions as to their responsibilities under disputed provisions of contracts, necessitating legal representation on the part of the Government in handling rebuttals and controversies.

For many years, the legal work of the Office was carried on by the administrative staff, with advice from the Comptroller General's Office and other available sources. In recent years, with the heavy construction program in progress, it has been necessary, in addition, to employ attorneys on construction payrolls. At the present time, a full-time

attorney is being carried on the Additional House Office Building payroll, who is having to devote most of his time to the general legal work of the central office, itself, and it is proposed to transfer this employee to the permanent force on the salaries, Office of the Architect roll, if funds for the requested position are allowed for 1965.

Approval of this position on the permanent office staff for the fiscal year 1965 is urgently requested.

Senator SALTONSTALL. Would it be proper to ask questions now?

Senator MONRONEY. I believe it would be appropriate.

ADDITION TO OFFICE OF LEGISLATIVE COUNSEL

Senator SALTONSTALL. Mr. Stewart, if you are going to have to have a man who will do all these things, why would it not be better for us to add this as an additional position to the Legislative Counsel. This would give you the benefit of all the staff of the Legislative Counsel, who do our work, and not confine it to one man? This would permit them to parcel out the different sections of the work so that you have a contract man doing one thing, you have a labor man who understands the labor laws do another, and so forth.

Mr. STEWART. May I ask Mr. Henlock to answer to that inquiry?

Mr. HENLOCK. Our needs involve a constant flow of work, such as the daily detail flow of contract work and specifications. Contract administration is a constant operation. We find that the Legislative Counsel specializes in the drafting of the legislation rather than in contract law and the application of court decisions, adjudication of tort claims, general administration, and matters of that nature.

We think it is rather dangerous, from the standpoint of protecting the Government's interest, to attempt to operate our office without the services of a full-time attorney on our permanent staff, as the requirements of law have become so extensive and so complex.

CONTINUATION OF WORKLOAD

Senator MONRONEY. You had been operating for years without an attorney until the Rayburn Building started. That construction, which was of great magnitude, probably required a special attorney to keep you advised and to help in the contract matters. I wonder now if the workload, maintenance of buildings and matters of that kind, will continue to demand a full-time attorney such as you have employed during the construction period?

Mr. HENLOCK. Yes; we feel very definitely so, as we let a hundred or more maintenance contracts a year, and they present much the same problems as construction contracts.

Under the Government contract laws that exist today, any time a contractor disputes a finding of the Architect of the Capitol, he has the right to demand that there be a hearing board set up and judicial hearing procedures be followed.

Senator MONRONEY. If the Architect finds he is not doing work properly.

Mr. HENLOCK. Normally, hearings result from differences of opinion or disputes in the negotiation and settlement of claims or change orders, in fact, the settlement of any dispute under the contract.

CONTRACTOR'S LEGAL STAFF

Mr. STEWART. Or in the interpretation of the specifications.

Mr. HENLOCK. When I first came here, for many years, apparently, contractors did not generally employ attorneys regularly to screen plans and specifications. Today I do not think there is a contractor, small or large, that does not have a legal staff available to him and he challenges any number of items in the specifications, particularly ambiguities or other points giving rise to disputes, claims, or allowances.

We have no option under the court decisions but to grant formal hearings when our findings are appealed. That, in itself, is an extensive operation.

But before appeals arise, Senator, is where the key comes in. That makes it doubly necessary to have someone competent to screen all our specifications before they are issued to bidders, and make sure, as far as we can, that ambiguities or other matters that might give rise to claims are eliminated at the source.

POSSIBLE SAVINGS UNDER CONTRACT REVIEW BY ATTORNEY

Senator MONRONEY. In other words, would reviewing and spot checking and approving the form of the contract offer savings to the Government through protection against clauses that might perhaps raise the cost of construction?

Mr. HENLOCK. Yes, sir; we definitely feel a full-time attorney will save money in that respect.

Mr. STEWART. I might bring up one instance where an attorney was of great value to the Government. That was in a tort claim case. The tort claim came in for around \$100,000. It was heard in court, tried in court. The preparation of the defense of that case was the effort of this attorney. The accident occurred in the U.S. Capitol. The court finally found in our favor. So, there are occasions where we benefit if we are properly equipped to take care of claims, and we have tort claims quite often on the grounds and in the buildings. It gives us someone that we can depend on to handle the work at the right time and do it in the right way.

Senator MONRONEY. In addition to employing an attorney, if he were given to you on a permanent basis, you would have to employ stenographers, too?

Mr. STEWART. No; sir, he is using the employees that we now have on our general staff. There is no additional clerical help required. We can take care of the clerical work by drawing on our general office force.

SALARY OF ATTORNEY

Senator MONRONEY. What is the salary range?

Mr. STEWART. \$15,665 is the starting salary, Senator.

Senator MONRONEY. Is that what he is paid now?

Mr. STEWART. Yes, sir.

Senator MONRONEY. This is the first and the highest paid of the six additional positions you are asking for.

Mr. STEWART. That is right.

Senator MONRONEY. Attorney, \$15,665.

Do you have any further questions?
 Senator SALTONSTALL. No.

DAILY NEED FOR ATTORNEY

I reiterate that I hate to see separate attorneys in all the different departments. It seems to me to be very much more efficient to have them under one head. Thus, you can call on the Legislative Counsel's Office for all your questions. This way our work is parceled out in different divisions of our force and complications can arise.

Mr. HENLOCK. Of course, Senator, as we see it, our requirement is a daily operation. Our workload does not come up every few days or once or twice a week. There are matters every day to be handled. I do not believe that the Legislative Counsel's Office has specialized in such work as we are doing, such as contract law and administration. We have to be familiar with court decisions, contract board of appeals decisions, and many other specialized matters.

Senator MONRONEY. Now that you have completed the Rayburn Building, however, and have no further work on the Capitol at this time of any magnitude, repair projects are underway in the Library of Congress and other places, what is the volume of your contract work that would require a full-time attorney?

Mr. HENLOCK. I would say we have at least 100 contracts a year, some are small and some are of magnitude. You have given us two and a quarter million dollars to replace the city water distribution system and sewer and drainage systems serving the main Library of Congress building and grounds. That, in itself, is a big item.

Senator MONRONEY. You surely know what the magnitude of these items is. For the Library of Congress, \$2.5 million, and you are asking for further money this year, too.

Mr. HENLOCK. About \$15 million in appropriations affecting contracts on both maintenance and construction work.

ARCHITECTURAL ENGINEER

Senator MONRONEY. You may proceed to the next item, which I believe is the architectural engineer.

Mr. STEWART. Architectural engineer, GS-13 at \$11,725 per annum. Funds are requested for 1965 to provide an architectural engineer to work under the direction of, and as an assistant to, the Assistant Architect of the Capitol. The professional workload of the office justifies this request.

This employee is required to serve as liaison architect-engineer between the Assistant Architect and consulting architects, engaged under personal service contracts and also the field construction staff of the Architect of the Capitol; assist in the development of schematics and criteria for construction and maintenance projects in the developmental stage; coordinate the efforts of technical, architectural and engineering specialists in the development of working drawings and specifications.

SCOPE OF WORK

His duties would include the development of schematic and preliminary architectural design studies for proposed new buildings and for

alterations, repairs, and restorations to existing buildings under the jurisdiction of the Architect of the Capitol. These design studies would include the preparation of schematic plans, elevations, sections, and supporting data; examination of site conditions to determine the extent of construction or repair proposed; compatibility and tie-in with existing structures, condition of existing structures, condition of existing improvements, public utilities, underground structures, grades to be maintained, and development of preliminary project directives outlining the scope of the project, facilities to be included, and material and finishes to be used.

His duties would also include preparation and collaboration with others in the preparation of working drawings and specifications for maintenance projects; attendance at meetings with consulting architects for the purpose of offering suggestions relating to the preparation of preliminary drawings, working drawings, and specifications; conferences with Members of Congress and their staffs to help work out changes desired or authorized with respect to occupancy conditions.

Senator MONRONEY. Is this another one of these transfers from the temporary staff of the Rayburn Building?

Mr. HENLOCK. Yes, it is the final one.

Senator MONRONEY. He has been a pretty busy man just in the work of supervising, checking, and doing the necessary duties on the construction. But do you feel that there is enough work remaining now that that huge building is finished, that we should cover him as well as the attorney, and I think we have allowed you to place several other employees last year on the permanent staff? How long are we going to keep enlarging the staff, which seems to grow year by year? This is six more positions of an executive nature and technical nature that you are asking for.

PERFORMANCE OF MAINTENANCE WORK

Mr. HENLOCK. Senator in providing Mr. Campioli, the Assistant Architect of the Capitol, with an assistant, you will make it possible for us to do the planning and specification writing for most of our maintenance work through our own architectural and engineering force rather than through outside architects and engineers now required to prepare many of the plans and specifications. It would be very helpful in that respect.

Mr. STEWART. As a matter of fact, I might point out that our budget request includes funds for construction of rooms in a small interior shaft located in the House side of the central section of the Capitol and that it is proposed, with the aid of this assistant, to prepare the plans and specifications for this work without engaging the services of an outside architect.

NUMBER OF ARCHITECTS

Senator MONRONEY. How many architects do you have not counting the architectural engineer?

Mr. STEWART. Our professional architect is Mr. Campioli, who serves as Assistant Architect of the Capitol.

Senator MONRONEY. Mr. Campioli is not here today. He is the professional architect. His title is the Assistant Architect of the Capitol?

Mr. STEWART. Yes, sir.

Senator MONRONEY. You have no second or third?

Mr. STEWART. I have a second assistant named Col. James Banks, who is on our engineering staff engaged, primarily, in field construction work.

Senator MONRONEY. What do you mean by field?

Mr. HENLOCK. The construction project force for work done in our field office.

USE OF OUTSIDE ARCHITECTS

Senator MONRONEY. In the building of the Rayburn Building, was this architectural work all done by the Architect of the Capitol?

Mr. HENLOCK. No, sir; it was done by outside architects.

Senator MONRONEY. Don't you have outside architects on most of these things? On the East Front, was that done in-house in the Architect of the Capitol's Office, or done by an outside architect?

Mr. HENLOCK. It was done by outside architects.

IN-HOUSE ARCHITECTURAL WORK

Senator MONRONEY. What jobs do you do in-house that would require the additional licensed architects?

Mr. HENLOCK. All our maintenance work, Senator; work involved in the maintenance and repair and upkeep of our buildings.

Senator MONRONEY. That runs into considerable money, but it is more or less a repair job, is it not, not a creative job requiring architectural planning?

Mr. HENLOCK. There are plans and specifications required for this type of work, as well as construction work.

Mr. ROOF. We have to take open competitive bids for all work over \$1,000.

Mr. HENLOCK. Nonrestrictive plans and specifications have to be detailed before we proceed to invite competitive bids.

Senator MONRONEY. This is the first time that there has been recommended an architectural engineer.

Mr. HENLOCK. That is correct.

Senator MONRONEY. This is to put a man on permanently who has been helping on the construction of Rayburn Building?

Mr. HENLOCK. That is correct.

SUMMATION OF POSITION REQUESTED

Senator SALTONSTALL. Boiled down, Mr. Stewart, you are asking for six additional positions, these are brandnew positions. The House gave you four more positions to take from temporary to permanent.

Mr. HENLOCK. The four electronic technicians are to provide new employees—two for the Rayburn Building, one for the Capitol, and one for the Senate Office Building.

Senator SALTONSTALL. What I was trying to say, you are asking for six new jobs.

Mr. HENLOCK. Four new and two transfers from the construction rolls to the regular roll.

Senator MONRONEY. You may proceed.

Mr. STEWART. The next section is on "Travel," page 21 of the justification.

ELECTRONIC TECHNICIANS

Senator MONRONEY. Wait a minute. You have not justified these electronic technicians except to say they take care of the clocks. If that is all they are going to do, this committee turned down the clocks, and I think wisely so, when you came in with an estimate of \$230,000, I believe, to equip the Senate Office Buildings with these electronic clocks. We turned it down.

Now we understand that you tell us we can get these clocks, something just about as good, for \$100,000. Is that correct?

Mr. HENLOCK. Yes, sir.

Senator MONRONEY. Is this what these men are for, to maintain—

Mr. HENLOCK. As shown on pages 16 and 17, two of them are for the Rayburn Building.

Mr. STEWART. Two assistant electronic equipment technicians at \$6,448 per year and two electronic equipment technician helpers at \$5,845 per year.

Senator MONRONEY. Is this electric or electronic?

Mr. STEWART. Electronic.

At the present time, one electronic equipment technician, wage board 14, is provided on the "Salaries, Architect of the Capitol" payroll. Due to the very substantial increase in the electronic equipment workload which will materialize when the Rayburn House Office Building is occupied in January 1965, the need for two assistant electronic equipment technicians and two helpers will become imperative.

WORK OF ELECTRONIC TECHNICIANS

These employees are required for the maintenance and adjustment of electronically operated clocks and electronically operated legislative call systems in the Capitol Building; electronically operated clocks in the New Senate Office Building; and the electronically operated clocks and legislative call system and public address systems now being installed in the Rayburn House Office Building.

The clock and legislative call systems in the Capitol Building include 275 clocks, 100 electronic receivers, 109 legislative call visual signal units, 14 electronic coupling units, 6 generator control units, 2 master control stations in the Senate and House Chambers, and many other miscellaneous devices.

The New Senate Office Building is equipped with a Simplex clock system throughout the building. All of these clocks are electrically operated and corrected hourly by impulses transmitted by a master clock also located in this building. Each clock is equipped with an electronic receiver and a buzzer to sound the legislative calls, initiated from a control station on the rostrum in the Senate Chamber.

The Rayburn Building will add 254 electronic clocks, 436 combination clock and legislative call visual signal units, 57 corridor-type visual signal units, 259 electronic receivers, and 9 sound reinforcement systems. The new equipment in this building is being connected and coordinated with the legislative call system in the House side of the Capitol.

These numerous devices and their associated electronic circuits must be calibrated and adjusted at regular intervals to assure accurate and dependable operation of the clocks and the legislative call systems.

The complex devices and circuits associated with the electronic legislative call buzzers and visual indicators require the daily attention of specialists competent in diagnosing and correcting malfunctions, making necessary adjustments in defective devices, and installing and calibrating new devices. The electronic clocks and the frequency generators—both in the category of rotating equipment—require periodic lubrication, cleaning and other preventive maintenance work to maintain them in perfect order.

LOCATION OF ITEM REQUESTED

In preparing the 1965 budget, the funds requested for these four additional positions have been included in the appropriation item "Salaries, Office of the Architect of the Capitol." It may be that the committee would prefer to provide these four additional positions under the appropriation item "Capitol Buildings," in view of two long-standing precedents. The "Capitol Buildings" appropriation has for many years carried the funds for the personnel operating and maintaining the electrical substations in the Capitol, Senate and House Office Buildings; also, for the special elevator maintenance force charged with the responsibility of special testing, inspecting, and recabling of all elevator units in all buildings under the Architect, while the supervising elevator engineer and his assistant have been carried on the "Salaries, Architect" payroll.

A similar arrangement with respect to the electronic equipment maintenance personnel would be equally effective.

Senator MONRONEY. Primarily this is for the maintenance of clocks and call signals for the Rayburn Building for the Capitol and, if we install them, for those clocks and call systems over here, is that correct?

Mr. STEWART. That is right.

Senator MONRONEY. The elevator operations and all are a very minor part of what you are asking for.

Mr. HENLOCK. We cited the elevator work just as an example of a prior setup and why we thought now it would be better to put the electronic technicians under the Capitol Building appropriation instead of on the central office staff of the Architect's Office.

Senator MONRONEY. It seems to me that to require two more electronic technicians for the Senate Office Building and for the Capitol—then if the House needs them for the large Rayburn Building, I think that is their business, but I have my doubts whether we want to go into any systems that would require this much maintenance and all. At the time we buy these clocks we certainly expect them to function without the constant attention of skilled technicians. They are pretty well considered to be almost automatic and almost foolproof in most installations. I have been here for a number of years and I cannot remember mine getting very far off.

You now have doing this work how many?

Mr. HENLOCK. We now have one man on the roll.

Senator MONRONEY. You are asking for five.

Mr. HENLOCK. Four more.

Senator MONRONEY. A total of five?

Mr. HENLOCK. Yes, sir.

MAINTENANCE OF ELECTRONIC SYSTEMS

Mr. RUBEL. Anything mechanical and electrical, of course, does require routine maintenance. The equipment is working every day, 24 hours a day, 7 days a week. Even if it is just a matter of cleaning contacts it takes time and effort for proper accomplishment but there is more beyond that. Lubrication and adjustments are always essential. There are a tremendous number of units to be handled. It is impossible to get along with one person even if he worked 24 hours a day. With the long sessions of Congress, it means that we need at least one relief to take care of this work.

The number of clocks previously mentioned did not include about 500 clocks already in the New Senate Office Building, like this one at the end of this room. That is an electronic clock.

These clocks were included in the construction contract for this building. However, this building does not have the light signal units as we do have in both the House and the Senate side of the Capitol, and as we will have in the Rayburn Building and ultimately in the two Old House Office Buildings.

SIGNAL SYSTEM ON OPERATION

You mentioned the fact that in 1963 and 1964 we requested an appropriation of \$230,000 to add the electronic clocks and the legislative call signal units in the Old Senate Office Building and the legislative light signal units in the New Senate Office Building. Since that time we have had the system in the Capitol Building in operation for about 18 months. The systems in use in the Senate and House wings of the Capitol are unique devices specially developed for the needs of the Congress. There has been no previous experience with systems of this type.

Profiting by the operating experience acquired during the past year or more and as the result of research conducted by our own engineers, it has been established without doubt that the high-frequency generating equipment presently in operation in the Capitol Building possesses capabilities substantially in excess of the manufacturer's expectations and can be used to operate clock and legislative call systems in the two Senate Office buildings, besides also being capable of operating such devices already installed in the Senate wing of the Capitol. This development alone, which is the result of our own efforts, represents a savings of \$50,000 approximately in the cost of generating equipment not contemplated when the 1963 budget was prepared.

NEW TYPE CLOCKS

Also, through our own efforts, the manufacturers have been persuaded to develop a new style clock embodying in a single unit what formerly required three separate units; namely, a clock, a legislative light signal unit, and a decoding receiver. All told, the cost of the new unitized clock is about \$40 less than the total cost of the three separate units previously mentioned.

The overall cost of labor and materials is reduced substantially by the use of the unitized clock. The simplification of the external wiring and elimination of practically all other construction work result-

ing from the use of the unitized clock will make it possible for our own mechanics to install the new equipment in both buildings in a reasonable period of time. This procedure will effect a further saving of about \$63,000.

REDUCTION IN COST

In other words what we thought formerly would cost \$230,000 will now cost not in excess of \$117,000, included in which is about \$15,000 in excise tax, which goes back to the Government.

So, in effect, we have reduced the cost from what we thought would be \$230,000 to about \$100,000. That would equip the Old Senate Office Building with a new clock system. The present clock system in the Old Senate Office Building has been in operation, according to the records we have, since 1916. It was probably installed prior to that time.

BUZZER SYSTEM

The buzzer system in that building has definitely been in operation since the building was constructed, around 1904. The wiring in both systems is so deteriorated that it is failing constantly. We have had complaints daily about the buzzer system in the Old Senate Office Building and they are becoming more frequent with the longer sessions of Congress. It is getting so now that there is no time available in the day or night to test these systems to find out whether they will function properly the next morning. We have had complaints from several Senators.

Senator SALTONSTALL. Do I understand, that you are asking us to put in \$102,000 worth of new equipment in the Old Senate Office Building? This would include the light and buzzer plus new clocks. Actually there would be two items, one would be the new system of electric buzzers and lights, showing when the Senate is in session and rollcalls and so on and in addition a new system of clocks.

BREAKDOWN OF COSTS

Mr. RUBEL. No, sir. Perhaps I didn't make it clear. The total cost for the installations in the two buildings would be about \$117,000, including the item of excise taxes.

Senator MONRONEY. You said \$15,000 would come back to the Federal Government.

Mr. RUBEL. Yes, sir. For the old building alone, to install new clocks and the light signal systems, the cost would be about \$66,000. In the new building, where we already have the clocks and need only to install the light signal units, it would be about \$51,000, making a total of \$117,000, including the tax, for both buildings.

Senator MONRONEY. How much wiring would that include?

Mr. RUBEL. That includes all the wiring.

Senator MONRONEY. Complete installation and replacement of obsolete cables?

Mr. RUBEL. Yes, sir. If we do not do this work in the Old Senate Office Building, gentlemen, we will have to replace the wiring for the obsolete buzzer system in there now and that would cost in the neighborhood of \$30,000. You would still have the old buzzer system and the old clocks.

UNIT CONTROL MASS NOTIFICATION SYSTEM

Senator MONRONEY. We have been getting some estimates, as the subcommittee members know, from the telephone company in trying to get a mass notification system wired into all Senate offices to announce the rollcalls or quorum calls. The purpose of it is to have a backup for the buzzer system as well as doing away with the signal lights or getting by at a much lower expense.

Senator SALTONSTALL. This \$117,000, Mr. Stewart, is not in your budget at the present time?

Mr. STEWART. No, sir.

IMPROVEMENT IN SENATOR'S OFFICE SYSTEMS

Senator SALTONSTALL. So, if we put this in, we put it in as our responsibility, an improvement to the whole Senate office system?

Mr. STEWART. That is right.

Senator SALTONSTALL. Would your four additional employees, electronic technicians, take care of this as well as the new Rayburn Building?

Mr. STEWART. Yes, sir.

Senator SALTONSTALL. You are sure of that?

Mr. STEWART. Yes, sir.

Senator MONRONEY. And they will have a call signal, I think, in each of the three clocks, in each of the rooms; will that be true?

Mr. STEWART. Yes, sir.

Senator MONRONEY. The Bell Telephone system we have been talking about is a newly designed instant group alerting equipment which would be provided at a cost of \$650 a month, supplying 243 equipped lines. It would include signals and pickup buttons on existing telephones in all key offices.

We are trying to find a way of minimizing the cost of this.

TIMING OF WORK ON SIGNAL SYSTEMS

Senator SALTONSTALL. I say this in the form of a question to you, Mr. Chairman, and to Mr. Stewart. Since we will be in session now for several months to come—you certainly could not do this work as conveniently while we are in session as when we are not in session. Would it not be helpful if you made a further study of this whole business with relation to the telephone, the clocks, and the whole notification system, and perhaps come before us in a supplementary request at a later time?

Mr. STEWART. Senator, first, let me say that we haven't had the advantage of being consulted at all about the telephone call system. I think that was done through some of your own Senate officials.

Senator MONRONEY. Through the committee.

Mr. STEWART. But I will be very happy to cooperate in this matter in any way I can if you want me to do so.

Senator SALTONSTALL. I put that in the form of a question to the chairman and yourself.

NEW EQUIPMENT FOR HOUSE OFFICE BUILDING

Senator MONRONEY. Do I understand that this equipment you are talking about now that requires these extra technicians has been bought and is being installed in the Rayburn Office Building and has been contracted for installing in the other two House office buildings?

Mr. STEWART. That is right with respect to the Rayburn Building.

Mr. RUBEL. But not in the other two House office buildings.

Senator MONRONEY. But it has been bought and equipment is ready for installation or installed in the new building?

Mr. STEWART. That is right. It has been installed in the Rayburn Building and has been approved by the House Office Building Commission for installing in the other two buildings.

Senator MONRONEY. That would require, regardless, these two extra technicians which would be charged to the House?

Mr. STEWART. That is right.

Senator MONRONEY. If we do not add to our electronic equipment over here, then, or any more in the Capitol, we would not necessarily have to have the other two, is that correct?

Mr. RUBEL. We would have to have one of them, sir. The workload is too heavy to handle it.

DEFERMENT OF ITEM

I might make one more remark in regard to Senator Saltonstall's suggestion about deferring this item because of the Senate being in session. First of all, it would take at least 4 months to get the new clocks manufactured. They are special items. They are not a shelf item by any means. No work could start in the buildings until the clocks were delivered. Even so the clocks could be installed progressively in one suite at a time without disturbing the occupants. It could be done at any time whether or not the Congress is in session.

Senator MONRONEY. Thank you.

EMPLOYEES' HEALTH FUND

Mr. STEWART. The next item is for "payment to employees' health benefits fund"—increased from \$2,400 to \$3,000—\$600.

This covers the cost of Government contribution to employees' health benefits fund required by Public Law 86-382, 86th Congress, Federal Employees' Health Benefits Act of 1959, approved September 28, 1959. The increase results from increase in basic pay rates and proposed addition of six positions.

EMPLOYEES' LIFE INSURANCE FUND

The next item is for "payment to employees' life insurance fund"—increased from \$1,100 to \$1,500—\$400.

This covers the cost of the Government's payment to employees' life insurance fund required by Public Law 598, 83d Congress, Federal Employees' Group Life Insurance Act of 1954. The increase results from increase in basic pay rates and proposed addition of six positions.

CONTRIBUTION TO RETIREMENT FUND

The final item is "contribution to retirement fund," increased from \$23,000 to \$31,500—\$8,200.

This increase results from increase in basic pay rate and proposed addition of six positions, and is required to cover the cost of Government contribution to retirement fund authorized by Public Law 854, 84th Congress.

Our total estimate for 1965 is \$569,000.

Senator MONRONEY. Will you take up the next item?

TRAVEL REQUEST

Mr. STEWART. The next item is "travel," on page 21 of the justification. This item carries the same limitation of \$20,000 as allowed for the past 3 years. It is not an appropriation but a limitation on the total amount under all funds which may be expended by the Architect in any one fiscal year for travel.

Senator MONRONEY. How much has the travel been running?

Mr. HENLOCK. \$15,489 in 1962, \$12,437 in 1963, and will run about same this year.

Senator MONRONEY. What is the purpose of the travel?

Mr. HENLOCK. It is necessary in connection with our construction programs, such as the Rayburn Building and the expansion and improvement program on the Capitol Power Plant where we are operating under a \$6 million authorization; also for our maintenance work.

Senator MONRONEY. The next item.

CONTINGENT EXPENSES

Mr. STEWART. The next item is "Contingent expenses." We are asking \$50,000 for this item, the same amount as allowed annually since 1956. Our obligations for 1963 amounted to \$41,033; and for 1964, they have amounted to \$22,855, to date.

I might say that no money out of this fund is expended without the approval of the distinguished chairman of the Senate Appropriations Committee and the Speaker of the House, acting concurrently or individually.

Senator MONRONEY. This is for emergency items, construction or repairs; is that correct, that are too small in themselves to seek separate appropriations?

Mr. STEWART. That is right.

Senator MONRONEY. All these vouchers are approved either by the Speaker of the House or the President pro tem?

Mr. STEWART. Yes, sir.

Senator MONRONEY. The next item.

INCREASES FOR CAPITOL BUILDINGS

Mr. STEWART. The next item is the "Capitol Buildings." That is page 25 of the justification.

The first four items on pages 26 and 27 are for mandatory pay increases, totaling \$20,473. They are \$11,585 for wage board increases; \$2,440 for Classification Act increases; \$3,448 for Salary Reform Act

of 1962 increases; \$3,000 for overtime and holiday pay increase due primarily to proposed addition of three wage board positions.

Senator MONRONEY. That is the pay increase that was voted 2 years ago, the last part takes effect now?

Mr. STEWART. That and wage board increases.

Senator MONRONEY. What percent of your employees are under the wage board?

Mr. HENLOCK. More than 75 percent of the whole organization.

Senator MONRONEY. There have been increases in that in the last 2 years.

Mr. HENLOCK. Every year, there have been wage board increases that have occurred in accordance with adjustments which conform to the prevailing wage rates, and our adjustments are uniform with what is done throughout the Government.

ADDITIONAL POSITIONS

Mr. STEWART. An increase of \$48,877 is asked for 11 additional positions. Of these positions, two are elevator mechanics and eight elevator operators required to maintain and operate the four new elevators installed in the House wing of the Capitol at the new House subway terminal, which are to be placed in operation during the fiscal year 1965. The other position is an air conditioning helper at \$4,701 required to help handle increased workload, particularly with regard to the repair and renewal of deteriorated insulation on pipes, air ducts, and air-handling units.

EXTERIOR PAINTING, CAPITOL

The other large item of increase, \$75,000, was requested in the budget to paint the exterior of the cast iron dome of the Capitol, the exterior stonework of the west central section of the Capitol, and the exterior woodwork of windows. Due to the recent authorization of surveys, studies, and examinations to be made of the west-central section, the House approved the recommendation of the Architect that this painting work be deferred for next year.

(The justification follows:)

Capitol Buildings' justifications

1964 appropriation in annual act.....	\$1, 428, 500
Wage board pay supplemental in H. Doc. 203.....	20, 000
	1, 448, 500
Total appropriations, 1964.....	
Deductions:	
Regular pay above 52-week base allotment decreased from \$4,400 to \$2,200 due to 1964 being leap year and containing 2 additional days instead of the usual 1 additional day above the 52-week base.....	2, 200
Nonrecurring items under the painting allotment, totaling.....	21, 850
<p>\$11,530 for painting all of the corridors in the basement of the Senate and House wings and the terrace corridors, extending from the Old House subway to the Old Senate subway.</p> <p>\$10,320 for painting the walls and ceilings in the House document room and the Senate library located on the attic floor in the old section of the Capitol.</p>	

Deductions—Continued

Repairs, works of art, decreased from \$12,100 to \$7,100----- \$5, 000

For a number of years, an annual allotment of \$5,000 was allowed for restoring and repairing the Brumidi decorations on the 1st floor of the Senate wing of the Capitol. For 1964, an additional amount of \$5,000 was allowed to carry on this work on a more extensive scale. For 1965, we have reverted to the usual annual allotment of \$5,000. The balance of the 1965 allotment, \$2,100 is for cleaning, toning and highlighting the highly sculptured and ornamented 3 bronze doors at the east entrances to the Capitol, principal floor—the same amount as allowed for 1964.

Roof repairs and replacements, nonrecurring item allowed for 1964, dropped for 1965, for replacing 3 sections of the copper roof located over Statuary Hall and the Senate Law Library-- 49, 800

Exhibit wall and floor cases, crypt, nonrecurring item allowed for 1964, dropped for 1965----- 21, 500

Total decrease----- 100, 350

Base for 1965----- 1, 348, 150

Additions:

Personal compensation:

Wage Board increases authorized by Public Law 765, 83d Cong----- 11, 585

Under the provisions of Public Law 763, 83d Cong., 109 laborers and mechanics on the Capitol buildings roll are compensated on a wage board, prevailing rate basis. Public Law 763 provides that the compensation of such employees shall be fixed and adjusted from time to time as nearly as is consistent with the public interest in accordance with prevailing rates.

An increase of \$6,985 is requested for 1965 to meet on a full-year basis the cost of increased wage rates established for these wage board positions as a result of a general survey of Government and industrial employees' wages in the Washington metropolitan area, conducted during the past year. The new rates went into effect December 8, 1963, in accordance with the provisions of Public Law 85-872, 85th Cong. This increase is necessary in order that the Capitol Buildings wage board employees may be compensated on a full-year basis in the fiscal year 1965 in accordance with present prevailing rates.

An increase of \$4,600 is requested for 1965 to meet the cost of within-grade promotions falling due in that year, authorized by Public Law 763 under the wage board system, for employees compensated under that act.

Within-grade promotions authorized by the Classification Act of 1949, as amended, for employees compensated under that act----- 2, 440

Increased pay costs due to Public Law 87-793, approved Oct. 11, 1962, "Federal Salary Reform Act of 1962," to cover increases which went into effect Jan. 5, 1964, under authority of that act and must be met on a full-year basis in 1965----- 3, 448

Overtime and holiday pay increased by \$3,000 to meet increased pay costs under that allotment resulting from base pay increases under Public Law 763 and Public Law 87-793 and from the proposed addition of 3 new wage board positions----- 3, 000

Additions—Continued

Personal compensation—Continued

11 additional positions: 1 elevator mechanic, wage board 11, at \$6,136 per annum; 1 elevator mechanic, wage board, 9, at \$5,616 per annum; 8 elevator operators, at \$4,053 per annum each; 1 air conditioning helper, wage board 5, at \$4,701 per annum-----

\$48, 877

An increase of \$11,752 is requested for 1965 for 2 additional positions on the elevator maintenance force: 1 elevator mechanic, wage board 11, at \$6,136 per annum, and 1 elevator mechanic, wage board 9, at \$5,616 per annum, explained as follows:

3 passenger elevators extending from the new House subway terminal, located 45 feet below the present basement terrace level of the Capitol, to the gallery floor of the House wing and 1 passenger elevator and 2 escalators extending from the House subway terminal to the basement terrace level of the Capitol, are being installed in the west side of the House wing of the Capitol to serve Members, staff, and other individuals using the new subway being constructed between the Rayburn House Office Building and the House wing of the Capitol. With the addition of these units, it is requested that 2 additional elevator mechanics be added to the Capitol Building maintenance force. The elevators and escalators are expected to be completed and ready for service by the close of the present fiscal year. It is important that qualified mechanics be available to service these units and keep them in safe operation.

At present, a force of 3 elevator foremen and 6 elevator mechanics is carried on the Capitol Buildings payroll. In addition to the daily routine care of the 30 elevator units in the Capitol, the present force performs the work of special testing, inspecting, and recabbling of all elevator units, totaling 127 units, in all the buildings under the Architect.

Under the present setup, 1 foreman and 2 mechanics are required for full-time duty at the Capitol. The other 6 men work as a group and their time is consumed in making periodic tests, general inspections, major adjustments, biannual cable inspections, and heavy repair work on the 127 elevator units located in 10 separate buildings under the Architect.

In the interest of safety to the Congressmen, employees, and the public who use these elevator units daily, the maintenance force should be increased by the addition of 2 mechanics in order to provide an adequate staff.

An increase of \$32,424 is requested for 1965 for 8 additional elevator operators at \$4,053 per annum each, to operate the 4 passenger elevators in the House wing of the Capitol, being installed in connection with the new terminal being constructed at the Capitol end of the subway extending from the Rayburn House Office Building to the House wing of the Capitol. These elevators are expected to be placed in service at the commencement of the fiscal year 1965, and until they are required for subway service, will in the interim provide additional elevator service between the basement and gallery floor of the House wing and thereby afford some relief to overcrowded conditions in the other existing elevators in the House wing.

Additions—Continued

Personal compensation—Continued

11 additional positions—Continued

An increase of \$4,701 is requested for 1965 for 1 additional air-conditioning helper, wage board 5. With the addition of the east front extension and additions and modifications to equipment in the remainder of the Capitol during the past several years, the point has been reached where an additional W-5 helper should be added to the air-conditioning maintenance force to assist in minor maintenance and repair work not requiring the services of a journeyman mechanic. Such work includes principally the insulating of pipes, air ducts, and air-handling units. There is much of this work to be done throughout the year, particularly with regard to the repair and renewal of deteriorated insulation. The time of journeymen mechanics should not be used for such purpose, and the addition of this helper will eliminate the necessity of any of their time being required for such purpose.

Contribution to retirement fund, increased from \$48,000 to \$50,380-----

\$2, 380

This increase results from increase in basic pay rates and is required to cover the cost of Government contribution to retirement fund authorized by Public Law 854, 84th Cong.

Payment to employees' compensation fund, increased from \$5,800 to \$8,875-----

3, 075

This item represents an increase of \$3,075 over the amount allowed for 1964 and is requested to cover the cost of the Government's payment to employees' compensation fund, required by sec. 209 of Public Law 86-767, which provides that each agency shall include in its annual budget estimates a request for an appropriation in an amount equal to the amount paid from the employees' compensation fund for compensation benefits to employees of the agency during the preceding fiscal year on account of service-connected injury or death.

Annual painting, regular annual allotment increased from \$32,000 to \$34,650-----

2, 650

For a number of years, an annual allotment of \$32,000 has been provided for the painting normally required for the proper preservation and appearance of committee rooms, offices, corridors, restaurants, and other spaces in the Capitol—the amount allowed for 1964.

For 1965, an additional amount of \$2,650 is requested to paint all of the public corridors in the east front extension of the Capitol. During the coming fiscal year, these corridors will have been in use for 4 years and should be painted for preservation and appearance.

Elevator repairs and improvements, increased from \$6,000 to \$7,000-----

1, 000

For 1965, \$7,000 is requested—an increase of \$1,000 over the amount allowed for 1964. The annual amount of \$6,000 provides for the maintenance and upkeep of the 20 elevators, 2 sidewalk lifts, 1 dumbwaiter, and 4 conveyors in the Capitol Building, including such items as cable, repair parts, lubricants, oil, grease, tools, and cleaning fluids.

Additions—Continued

The additional amount of \$1,000 is requested to provide for maintenance and upkeep of the conveyor systems installed in the House and Senate kitchens during the period when the east front extension improvements were carried forward. These systems are used to convey food and soiled dishes from the basement floor to the first floor. They are no longer under guarantee and an annual allotment of \$500 should be set up for maintenance of the Senate restaurant conveyors and \$500 for maintenance of the House restaurant conveyors. These conveyor systems are very complex mechanical and electrical installations and include 11 drive assemblies, consisting of motor and gear reduction units for operation of the conveyors; conveyor chains, belts, draw-bridges, controllers, safety devices, limit switches, rollers, wheels, gears, shafts, and drive chains.

Substation equipment and repairs, increased from \$8,405 to \$10,500-----

\$2, 095

An increase of \$2,095 is requested to meet increased maintenance costs under this allotment for 1965. With the completion of the electrical conversion program in the Capitol and other buildings under the Architect, there are now 25 electrical transformer stations to be maintained. The last 4 substations to be completed are those in the Capitol Building which were placed in service in the past year. With all the transformer stations now in service, it is estimated that the annual cost for their maintenance in the fiscal year 1965 will amount to \$10,500—based on an annual requirement of \$5,800 for purchase of circuitbreakers and other replacement parts for the new 60-cycle, 13.2-kilovolt substations and transformers, recording instrument charts, and indicating instruments; and \$4,700 for testing, adjusting, and recalibrating meters and relays.

Maintenance, air-conditioning system, increased from \$14,800 to \$16,000-----

1, 200

For 1965, an increase of \$1,200 is requested under this allotment to meet a gradual rise in maintenance costs resulting largely from the increased number of filters to be replaced annually, due to the number of air-conditioning units added in the Capitol over the past several years. There has been no increase provided under this allotment since 1958.

The allotment provides for filters, oil, grease, cleaning equipment, tools, paint, refrigerant, waste, antifreeze liquid, minor repairs and improvements, and heating and cooling coils to replace defective coils.

Painting dome, exterior stonework of west central section of Capitol, and exterior woodwork of windows—Non-recurring item-----

75, 000

When the budget was prepared for the fiscal year 1965, there was included a request of \$75,000 for painting the exterior of the cast-iron dome and the exterior of the west central portion of the Capitol—the portion that is constructed of Acquia Creek standstone; also, the exterior doors, windows and frames, exterior ductwork on roof, ladders and runways.

Additions—Continued

In view of the fact that in the 1964 Legislative Branch Appropriation Act, Congress has authorized surveys, studies, and examinations to be made of the condition of the west central front, with a view to determining what remedial actions should be taken with respect to this portion of the building, it is recommended that the painting of the dome and the west central portion and other parts of the Capitol included in the 1965 estimate be deferred for the coming year.

Equipment: Two nonrecurring items of equipment are requested for 1965, totaling -----

\$10,100

\$6,300 is requested to purchase a new 1½-ton truck, specially equipped with a hydraulic extension ladder and tool compartments, for use in servicing the street and park lighting systems throughout the Capitol Grounds and the Capitol Building floodlighting system. In order to replace burnt out lamps, renew sockets, and perform other required maintenance service, it is necessary that the truck, when purchased, be equipped with an hydraulic extension ladder, as the upper parts of the lighting standards cannot be reached from the ground or through other means.

The present truck used for this purpose was purchased in 1951 and the extension ladder with which it is equipped was purchased in 1934 and reinstalled on the 1951 truck. Extension is accomplished by means of ropes and pulleys. Both the 1951 truck and the 1934 extension ladder have now reached the point where they must be replaced. Replacement parts have become difficult to obtain, and the present extension ladder is also too short to reach many of the new lights, such as on the parking lots, without standing on the topmost rung in a hazardous position.

The equipment to be serviced includes 551 lighting standards, 769 lights, 600 globes and canopies, and other miscellaneous equipment.

\$3,800 is requested for the purchase of 127 dry-chemical fire extinguishers at \$30 each to replace 127 soda-acid and foam extinguishers now in use. The dry-chemical extinguishers will provide a 50 percent greater extinguishing capability than the extinguishers now in use. The dry-chemical extinguishers require no maintenance, except for periodic checking of the pressure gages, whereas the existing extinguishers must be recharged every 12 months and hydrostatically tested at specified intervals. The dry-chemical extinguishers also will not damage materials on which they are used. They can also be used on electrical fires, whereas soda-acid and foam extinguishers may not be used on this type of fire without exposing the user to the dangers of electrical shock.

Total additions-----	+166, 850
Total estimate for 1965-----	1, 515, 000

SUPPLEMENTAL ITEM, CAPITOL BUILDING

Mr. STEWART. After the formal budget was printed, I was directed by the Speaker of the House to submit a supplemental estimate of \$160,000 for the Capitol Buildings, which I did, and which is contained in House Document 284. This item was submitted after our

justification book was made up, and is presented to you as a separate statement. It is short and I would like to read it now.

Capitol Buildings: Supplemental item not included in 1965 budget, \$160,000.

The Speaker of the House of Representatives has requested that I submit to your committee for consideration, as an addition to the 1965 appropriation estimate for the Capitol Buildings, an amount of \$160,000 to provide for the construction of rooms in a small interior light and air shaft located in the House side of the central section of the Capitol.

AMENDMENT REQUESTED

In order to accomplish this objective, it is recommended that the "Capitol Buildings" appropriation item, as shown on page 74 of the committee print, be amended by striking out the amount "\$1,515,000" and inserting, in lieu thereof, the amount of "\$1,675,000" and adding thereafter a comma and the following language: *of which \$160,000 shall remain available until expended.*

The shaft in which it is proposed to construct these rooms originally supplied light and air to nine rooms with windows opening onto the shaft, but is no longer required for such purpose, now that the rooms are air conditioned and properly lighted with artificial illumination. As a matter of fact, its usefulness as a source of light actually ceased in 1865 with the construction of the present cast-iron dome and its iron skirt extending over the clear area of the shaft; and its usefulness as a source of air ceased in 1937 with the air conditioning of the Capitol. This is the shaft faced by windows of two rooms on the basement floor, occupied by Congressional Directory personnel and staff members of the Foreign Affairs Committee; of two rooms on the first floor occupied by Dr. Calver's office; of two rooms on the second floor occupied by the Prayer Room and office room; of two office rooms on the third floor; and one room on the attic floor occupied by files of the Architect of the Capitol.

WORK UNDER REQUESTED FUNDS

Under the estimate of \$160,000, it is proposed to install structural steel framing in the shaft; to install concrete floor slabs supported by the steel members; to cover the concrete floors either with resilient tile or carpet; to partition the areas formed by such construction into rooms by installation of lightweight masonry partitions; to construct an additional mezzanine floor level between the first and second floors; to cover the enclosure with a sheet copper roof laid over precast concrete planks supported by fireproofed steel. It is further proposed that the interior finishes on the first, second, and third floors consist of plaster walls and hung acoustical plaster ceilings; that the rooms be provided with clocks and legislative call system, where necessary. The existing shaft walls will be furred with metal channels, metal lath, and plaster, where necessary, to allow for the installation of conduits for electric wiring to base receptacles, switches, ceiling lights, and other fixtures. The rooms will be provided with 50-foot candle lighting and will be air conditioned. Most of the existing windows facing the shaft will be left undisturbed and will be blanked off on the shaft side with plastered block walls.

It is anticipated that, from the time funds become available, it will require 1 year to complete all work to be done—which includes the preparation of working drawings, specifications, obtaining bids, award of contract, and the actual construction work itself.

ADDITIONAL ROOMS PROVIDED

Under the plans proposed, the following additional rooms would be provided:

Basement floor: A storage room, containing 400 square feet of storage space, with access to the existing doorway to the present shaft. Inasmuch as the only access to the existing elevator machine room in this shaft will be through the storage room, it is proposed that this space be for use of the Architect of the Capitol.

First floor: Three small rooms, each approximately 9 by 11 feet, for use of the Capitol physician; a lavatory; a small storage room; and a stair leading to a mezzanine floor level which would provide two additional rooms, lavatory, and storage room for the Capitol physician.

Second floor: Either two rooms, each approximately 13 by 18 feet in size, or one large room, approximately 18 by 28 feet, with lavatory.

Third (gallery) floor: Either two rooms, each approximately 13 by 18 feet in size, or one large room, approximately 18 by 28 feet, with lavatory.

Attic floor: Storage and mechanical equipment space.

COST OF NEW ROOM CONSTRUCTION

Senator MONRONEY. The total construction is \$160,000?

Mr. STEWART. Yes, sir.

I might say at this time this is an improvement which the Capitol physician is very anxious to have made.

Senator MONRONEY. This would be only on the south side. There is another light and air well on the north side, is there not, the same size?

Mr. STEWART. That is right.

Senator MONRONEY. So we will be doing half of it for \$160,000.

Mr. STEWART. That is right.

EFFECT ON WEST FRONT WALLS

Senator MONRONEY. Have you made any studies as to the effect on the problem which you have brought before this committee so many times and which we now are going to have outside experts study, the need for extending the west front, whether this work would have any effect on overloading those west walls?

Mr. STEWART. No, sir, it is fully 60 feet from the west wall.

Senator MONRONEY. The central core is strong enough to support that, is that correct?

Mr. STEWART. Yes, sir. There is no indication of any weakness there at all. I am sure we would not weaken it.

I think in all fairness we can say that the weaknesses, pointed out by not only the engineers we had employed some time ago but also by my office, exist on the exterior west walls.

Senator MONRONEY. Yes, but the west wall is supposed to support most of that center section of the Capitol, the oldest part of the Capitol.

Mr. STEWART. The weakness of the west wall is related to the thrust of the floor arches on the west wall; but if anything, with the concrete construction in the shafts, this would tend to strengthen it rather than weaken it.

Senator MONRONEY. This would not go down into the foundations, would it, it would be hooked to the present floor?

Mr. STEWART. That is right. It would be that much extra weight to hold it there.

APPROVAL OF PROJECT

Senator SALTONSTALL. Has the House committee approved this amount?

Mr. STEWART. Yes, sir.

Senator SALTONSTALL. As the chairman brought out, this would only be half of the job, so to speak, if the Senate wanted to have the job done, too.

Mr. STEWART. That is right.

Senator SALTONSTALL. Did the Speaker personally request this?

Mr. STEWART. Yes, sir.

FIRMNESS OF ESTIMATE

Senator SALTONSTALL. The only thing that appeared to me, Mr. Chairman, this is an awful lot of money for the amount of additional space you get. However, this is true of all changes here in the Capitol.

Senator MONRONEY. How firm is this \$160,000 estimate?

Mr. CLANCY. That will cover it, Senator. We are getting up the plans and specifications right now in the office, Senator. These are all interior walls. They are not exterior walls.

Senator PROXMIRE. On page 4 of this little sheet we have, you state it is the basement floor, first floor, second floor, third floor, the attic floor, this is the additional space that will be provided.

Mr. HENLOCK. Yes, sir.

NEED FOR ADDITIONAL SPACE

Senator PROXMIRE. What is the need for this additional space? Dr. Calver, apparently, wants more room. Except for that, I cannot see any specific purpose for providing this additional space.

Mr. HENLOCK. We initiated the budget request because the Speaker felt space was needed on the House side in addition to the physician's requirements.

Senator PROXMIRE. Committee rooms?

Mr. HENLOCK. Yes, sir.

Mr. STEWART. May I say something, Senator, in answer to that?

Senator PROXMIRE. Yes.

Mr. STEWART. It is true that we could help out Dr. Calver by erecting a structure only to the height of the second floor; but the Speaker felt the House needs could only be adequately met by erecting the structure to the gallery floor level.

I might say at this time, so far as the expenses are concerned, in order to get materials to this job, it will be rather expensive because

we will have to take most of the materials up to the roof and lower them into the shaft.

Senator PROXMIRE. It will be three small rooms for Dr. Calver and two offices for the Speaker?

Mr. STEWART. Dr. Calver is being provided, as well, with a mezzanine floor. There will be three offices on the first floor and two on the mezzanine floor level. There are five altogether. It will give him five additional rooms.

Senator PROXMIRE. Thank you.

Senator MONRONEY. What is the total additional square footage that will be added?

Mr. HENLOCK. It is around 4,500 square feet, Senator.

EXTENSION OF THE CAPITOL

Senator MONRONEY. The next item is for the extension of the Capitol, the House has allowed \$125,000. As I understand it, this amount is for the employment of non-Government engineering and other necessary services in connection with the west front which this committee recommended last year.

Please give the details, for the record.

Mr. STEWART. The next item is extension of the Capitol, which is a supplemental budget item under separate submission.

Senator MONRONEY. This is the funds, is it not, for the study?

AUTHORIZATION TO OBLIGATE FUNDS

Mr. STEWART. Yes, sir. The Commission for the Extension of the U.S. Capitol, at a meeting March 6, 1964, authorized the Architect of the Capitol to obligate an amount, not to exceed \$125,000 prior to the appropriation thereof, for the employment of nongovernmental engineering and other necessary services and for test borings and other necessary incidental items required to make a survey, study, and examination of the structural condition of the west-central portion of the U.S. Capitol, to make reports of findings, and to make recommendations with respect to such remedial measures as may be deemed necessary, including the feasibility of corrective measures in conjunction with extension of such west-central portion—as authorized in the Legislative Branch Appropriation Act, 1964.

PERSONAL SERVICE CONTRACT

Acting under authority of this directive, the Architect of the Capitol, on March 13, 1964, entered into a personal service contract, in the amount of \$30,000, with the Thompson & Lichtner Co., Inc., of Brookline, Mass.—this firm having been approved by the Commission—for furnishing the necessary engineering services to make a survey, study, and examination of the structural condition of the west-central portion of the Capitol, extending from the House connection to the Senate connection, and of adjacent terrace walls, including examination and analyses of test pits, soil borings, and cores of wall construction; to make reports of findings; and to make recommendations with respect to such remedial measures as may be deemed necessary, including the feasibility of corrective measures in conjunction with extension of such west-central portion.

This is a well-established company that has been in existence since 1896 and is an engineering firm that specializes in materials and stone masonry construction. Their practice over a long period of years has embraced consultation, design, supervision, and research in practically all branches of engineering. Their consultation services on other projects have involved decisions of a far-reaching nature affecting the safety of the structures through their foundations and structural design, the cost of structures through analyses of most economical design and methods of construction, and through supervision, inspection, and test.

REQUIREMENTS OF CONTRACT

Under their contract, they are required to make a detailed examination of the entire exterior face and selected areas of the interior face and interior of the building walls of the west central section of the Capitol, and examination of terrace walls parallel and adjacent to the building walls, so as to determine the condition of the sandstone and other construction. They are also required to prepare plans and specifications and layouts for test pits, soil borings, and cores of the wall construction—to be made under a separate contract, based on such plans, specifications, and layouts; to make all tests of the soil samples and core borings necessary to determine soil bearing values, settlement analysis, lateral earth pressures, and foundation and structural analyses; to make reports of their findings to the Architect of the Capitol, together with recommendations with respect to such remedial measures as may be deemed necessary, including recommendations as to (1) whether the existing wall, if found deficient, can be repaired in its present condition; (2) whether the existing wall can be refaced with marble in its present location; (3) whether remedial action requires extension of the west central front and its reconstruction in marble; or (4) whether any other means of preservation is deemed feasible and advisable. The company is required to submit their report and recommendations not later than September 1, 1964.

As soon as the Thompson & Litchner Co. completes the plans, specifications, and layouts for the test pits, soil borings, and cores of wall construction, in accordance with the Commission's directive, a construction contract will be entered into for making the test pits, soil borings, and taking the cores of the building wall, at an estimated cost of \$90,000.

In approving the amount of \$125,000, the Commission allowed an allocation of \$5,000 for miscellaneous administrative costs and contingencies.

CAPITOL GROUNDS

Senator MONRONEY. For Capitol Grounds, the House has allowed \$665,000, an increase of \$189,000 over the current year appropriation. Was it this increase for?

Mr. STEWART. The four items of increase on pages 52 and 53 total \$14,871 and cover mandatory pay increases.

Nine additional positions were requested, of which the House allowed seven. Three are for care of the grounds and courts of the Rayburn Building, and the other four are for trash removal from that building.

Capitol Grounds

1964 appropriation in annual act.....	\$476, 000
Wage board pay supplemental in H. Doc. 203.....	4, 500
Total appropriations, 1964.....	480, 500

DEDUCTIONS

Regular pay above 52-week base allotment decreased from \$2,000 to \$1,000 due to 1964 being leap year and containing 2 additional days instead of the usual 1 additional day above the 52-week base, \$1,000.

EQUIPMENT

Two nonrecurring items of equipment allowed for 1964 and dropped for 1965, as follows:

Purchase of a 500-gallon wood tank power sprayer for use in spraying the trees and shrubs in the Capitol and other grounds under the Architect with insecticides to safeguard against disease, \$4,300.

Purchase of two gang mowers, five units each, mounted on tractor to replace obsolete, deteriorated equipment, \$15,400; decrease, \$20,700. Base for 1965, \$459,800.

ADDITIONS

PERSONNEL COMPENSATION

Wage rate increases authorized by Public Law 763, 83d Congress, \$7,814.

Under the provisions of Public Law 763, 83d Congress, 56 laborers and mechanics on the Capitol Grounds roll are compensated on a wage-board, prevailing-rate basis. Public Law 763 provides that the compensation of such employees shall be fixed and adjusted from time to time as nearly as is consistent with the public interest in accordance with prevailing rates.

An increase of \$4,358 is requested for 1965 to meet on a full-year basis the cost of increased wage rates established for these wage-board positions as a result of a general survey of Government and industrial employees' wages in the Washington Metropolitan area, conducted during the past year. The new rates went into effect December 8, 1963, in accordance with the provisions of Public Law 85-872, 85th Congress. This increase is necessary in order that the Capitol Grounds wage-board employees may be compensated on a full-year basis in the fiscal year 1965 in accordance with present prevailing rates.

An increase of \$3,456 is requested for 1965 to meet the cost of within-grade promotions falling due in that year, authorized by Public Law 763 under the wage-board system, for employees compensated under that act.

Within-grade promotions authorized by the Classification Act of 1949, as amended, for employees compensated under that act, \$395.

Increased pay costs due to Public Law 87-793, approved October 11, 1962, Federal Salary Reform Act of 1962, to cover increases which went into effect January 5, 1964, under authority of that act and must be met on a full-year basis in 1965, \$662.

Overtime and holiday pay increased by \$6,000 to meet increased pay costs under that allotment resulting from base-pay increases under Public Law 763 and Public Law 87-793 and from proposed addition of nine new positions, \$6,000.

ADDITIONAL POSITIONS

Five laborer-gardeners, wage-board grade 6, at \$4,950 per annum each; one truck driver, wage-board grade 6, at \$4,950 per annum; three laborers, wage-board grade 4, at \$4,243 per annum each, \$42,429.

In 1935, when the Capitol Grounds consisted of 120.2 acres, a maintenance force of 54 employees was allowed. At the present time, this force has to maintain a total of 155 acres of grounds under the Architect, due to additional areas acquired in the intervening years. The only increases in this force since 1935 has been one position of tree surgeon and four positions of laborers. The grounds surrounding the Rayburn House Office Building and the courtyards of that building will be completely landscaped by next fall and the areas above the garages to be constructed underground in squares 637 and 691 are also to be landscaped and developed. These areas, when landscaped, will have to be maintained by the grounds force. The work to be done will include mowing of grassed areas, weeding of lawns and plant beds, watering of lawns and plant material, trimming and pruning of plant material, spraying of lawns and plants with insecticides and fungicides, replacing of plant material from time to time, fertilizing, seeding, cleaning of fountains, sweeping and keeping the areas clean of paper and trash, removal of ice and snow from steps and walks, and other miscellaneous duties. It is impossible for the present work force to satisfactorily maintain these expanded areas. Three additional laborer-gardeners are requested to maintain the grounds of the Rayburn House Office Building and two additional laborer-gardeners to maintain the grounds in squares 637 and 691.

At present, four truckdrivers and four laborers on the Capitol Grounds maintenance force are engaged throughout the year in hauling and removing trash from all buildings and grounds under the Architect. With the gradual addition of buildings and grounds in the legislative group during the past several years, the point has now been reached where the regular assigned crews cannot keep up with the daily routine work required. It will not be possible for this force to handle the heavy increase in workload resulting from the addition of the Rayburn House Office Building to the Capitol group next year, without an increase in force. In the interest of the orderly and efficient performance of this work, it is requested that one additional truck-driver and three laborers be allowed for 1965.

Contribution to retirement fund—increased from \$22,000 to \$24,700; \$2,700.

This item is required to cover the cost of Government contribution to retirement fund required by Public Law 854, 84th Congress. The additional cost results from increase in basic pay rates and from the proposed addition of nine positions.

SIGNAL LIGHTS MAINTENANCE

Maintenance of signal lights, increased from \$2,000 to \$2,600; \$600.

There has been no increase provided under this allotment for the past 8 years and an additional amount of \$600 is requested to meet current costs. This allotment provides for maintenance of 105 traffic signals, 28 walk lights, and 2 demand lights in the Capitol Grounds. The cost is determined by rates fixed by Public Utilities Commission.

RESURFACING PROJECT

Resurfacing the Capitol Plaza from Constitution Avenue to Independence Avenue, nonrecurring item; \$95,000.

The Capitol Plaza was last reconstructed and resurfaced in 1914. During the period 1941 to 1954, funds for reconstruction and resurfacing were requested on a number of occasions, but not allowed. Deferment was due at first to war conditions and later in 1949-50 to the reconstruction of the roofs and Chambers in the House and Senate wings of the Capitol which entailed heavy hauling over the plaza, and finally due to the extension of the Capitol in 1958-62.

In the interim, the plaza area has been patched and repaired from time to time, particularly prior to Presidential inaugurations, but the point has now been reached where the plaza has deteriorated to such an extent that a major resurfacing job should be undertaken without further delay.

CAPITOL PLAZA RESURFACING

The Capitol Plaza is subject to heavy traffic use. Due to prolonged usage and to the age of the existing surface and wear and tear from the weather, large cracks and holes have developed throughout the plaza and in many places the surface has settled excessively, resulting in pockets in which water and ice collect. The plaza is not deemed to be in a satisfactory condition for the coming Presidential inauguration in January 1965. Deterioration has now reached the point where conditions can no longer be remedied through temporary patching and repairs.

Under the amount of \$95,000 requested for 1965, it is proposed to resurface the entire area of the Capitol Plaza, from Constitution Avenue to Independence Avenue, laying a 4-inch layer of bituminous concrete surface course over the existing paved surface and raising manholes to the new surface level. The estimate is based on resurfacing 20,000 square yards of paving.

The work would be so programed as to cause a minimum interruption to traffic and can be done within a 2- or 3-week period.

RESURFACING DRIVES

Resurfacing Northeast and Southeast Drives, from First Street to the Capitol Plaza, nonrecurring item, \$14,000.

These approaches leading to the Capitol Plaza from First Street are in much the same deteriorated condition as the plaza, having last been resurfaced in 1914. Their condition is becoming progressively worse. Large cracks, holes, and separation of the road surface have occurred to such an extent that the paving has become hazardous. The area has settled to a considerable degree, causing depressions in the surface.

Under the amount requested for 1965, it is proposed to remove the existing road surfaces by heater-treatment method for a depth of one-half inch, and lay a new 1½-inch layer of bituminous concrete surface course. The total area to be resurfaced in the two roadways is 4,800 square yards. Under this method, the upper surface of the roadway is heated by an oil burner, then the burned asphalt is scraped off and new asphalt and sand mixture is spread over the scraped surface and rolled into place.

SIDEWALK REPLACEMENT

Replacement of concrete sidewalks along East Capitol Street, north and south sides, from First Street to the Capital Plaza, nonrecurring item, \$26,000.

These approach walks to the Capitol Plaza were last renewed over 35 years ago and have now deteriorated to the point where they are badly in need of replacement. They have been patched and repaired throughout the years in an effort to keep them in serviceable condition. These walks are used by many tourists who visit the Capitol and by many other persons and their present condition is considered to be hazardous, exposing the Government to the danger of Federal tort claims.

Under the amount of \$26,000 requested for 1965, it is proposed to remove these two sidewalks and to replace them with new sidewalks of 6-inch reinforced concrete slab. There are 2,250 square yards of sidewalks to be replaced.

EQUIPMENT ITEMS

Equipment: Nonrecurring items requested for 1965, as follows, totaling \$22,600:

An increase of \$4,100 is requested for the purchase of one new 2-ton stake-body truck, equipped with a hoist for dumping purposes. This new truck will be used for the removal of trash and other materials from the buildings and grounds under the Architect. At present, the maintenance force has only one trash truck and the increased workload imposed on this one truck during the past several years makes it impossible for the Rayburn House Office Building to be serviced next year without the addition of another truck.

We have asked for an increase of \$18,500, Senator, for a new tractor loader known as a payloader.

Senator MONRONEY. The \$22,600?

PAYLOADER TRACTOR SHOVEL

Mr. STEWART. That is the larger item of the two; the other is for a stake-body truck, for the Rayburn Building.

Senator MONRONEY. What is the payloader?

Mr. STEWART. The payloader consists of a 4-wheel drive tractor-shovel. The new payloader is to replace an existing payloader which has been in service since 1951 and is now in very poor condition and difficult and costly to keep in repair and operation.

The payloader is the most valuable piece of heavy equipment which the Capitol Grounds has in service. The use of this equipment has resulted in the saving of many thousand of dollars to the Government, such as when used for loading snow after a snowstorm; it having been possible on a number of occasions to handle the removal of snow by use of the payloader, without the aid of an outside contractor, with resultant saving in funds.

It would be difficult to attempt to estimate the number of man-hours saved by using this payloader. It is used in almost every operation of the grounds force, particularly for such work as loading topsoil, removal of dead tree stumps, loading dead trees onto trucks, moving large plants, moving debris and earthfill.

Senator MONRONEY. The \$218,200 figure includes what?

Mr. HENLOCK. That is the total increase we are asking.

Senator MONRONEY. In other words, this is the combined total figure?

Mr. HENLOCK. Yes, sir.

Senator MONRONEY. The next item.

LEGISLATIVE GARAGE

Mr. STEWART. The next item is on page 94, which is the legislative garage. The only increase under this appropriation is \$700 for mandatory wage-board pay increase.

Senator MONRONEY. That is 50-50 between the House and Senate?

Mr. HENLOCK. Beg pardon?

Senator MONRONEY. This is the legislative garage in the Old Senate Office Building. The cost of maintaining that and operating it is divided half and half between the House and the Senate.

Mr. HENLOCK. Yes, it is a joint item.

Senator MONRONEY. The \$700 increase is the only one.

Mr. STEWART. Yes; that is for mandatory wage increases.

VANDALISM IN THE CAPITOL

Senator SALTONSTALL. The House committee brought out some vandalism in the Statuary Hall. Is there any vandalism over in the Senate side?

Mr. CLANCY. No, sir; it is seldom we have any vandalism over there. The last time was 15 or 16 years ago when they tried to steal that shield off the clock in the Senate Chamber. Fortunately, we found the shield the next morning. We put a safety lock on it so that they could not steal that any more.

Senator SALTONSTALL. We had vandalism in connection with that big picture.

Mr. CLANCY. That was several years ago. Nothing since then.

Senator SALTONSTALL. Then there is some over in the House side?

Mr. CLANCY. In Statuary Hall, yes.

Senator SALTONSTALL. What are you doing to take care of it?

Mr. CLANCY. We have already taken care of it. We had experts from the National Gallery come up here and they repaired them for us.

Senator SALTONSTALL. Are you protecting it now?

Mr. CLANCY. The police are looking out for that, Senator.

Senator SALTONSTALL. Thank you, Mr. Chairman.

So that, we have been lucky on the Senate side.

Mr. CLANCY. Very lucky, sir, for several years since the Battle of Lake Erie painting was damaged.

USE OF LEGISLATIVE GARAGE

Senator MONRONEY. Could I ask, after the House finishes its garages which are part of the Rayburn structure, will the legislative garage be turned over to the Senate completely?

Mr. HENLOCK. By law, that is up to the Vice President and Speaker, as at the present time they have charge of the assignment of space and determination of use of the garage.

Senator MONRONEY. It has been shared in the past.

Mr. HENLOCK. That is right.

Senator MONRONEY. Please prepare and insert in the record at this point a table showing all positions by appropriation item under the Architect of the Capitol, all of the additional positions you requested in the budget estimate for fiscal year 1965, and the number allowed in each instance by the House.

Mr. HENLOCK. We will be glad to supply that for the record. (The table referred to follows:)

Architect of the Capitol

Positions under the Architect of the Capitol, fiscal year 1964						Additional positions, fiscal year 1965	
Appropriations	Wage-board positions	Unclassified positions	Classification act positions	Statutory positions	Total positions	Number requested	Allowed by House
Salaries, Office of Architect of the Capitol.....	3		40	6	49	6	16
New positions asked, 1965: 1 GS-15 attorney; 1 GS-13 architect-engineer; 2 electronic technicians; 2 electronic technicians helpers (2 electronic technicians, Rayburn Building; 2 electronics technicians, Capitol and Senate Office Building).							
Capitol Buildings.....	109	43	17	1	170	11	11
New positions asked, 1965: 2 elevator mechanics and 8 elevator operators to maintain and operate 4 new elevators in House wing of Capitol; 1 air conditioning helper.							
Capitol Grounds.....	56		3		59	9	7
New positions asked, 1965: 5 laborer-gardeners; 1 truck driver; 3 laborers for care of Rayburn Building grounds and other grounds adjacent to House Office Buildings, and for trash removal from Rayburn Building.							
Legislative garage.....	7				7		
Senate Office Buildings.....	287	54	23	9	373		
House Office Buildings.....	290	75	22	1	388	285	285
New positions asked, 1965: 285 positions to staff Rayburn House Office Building.							
Capitol Power Plant.....	80		4		84	5	5
New positions asked, 1965: 5 maintenance mechanics to handle increased workload resulting from expansion program under Public Law 413, 81st Congress and Public Law 85-895, 85th Congress.							
Library buildings and grounds.....	57		2		59	5	5
New positions asked, 1965: 3 air conditioning mechanics to operate and maintain on a 24-hour per day basis the new heating and air conditioning system being installed in Main Library Building; 1 carpenter and 1 helper to handle increased workload.							
Grand total, Architect of the Capitol.....	889	172	111	17	1,189	321	319

12 allowed under "Salaries" appropriation, 4 allowed under "Capitol Buildings" appropriation.

COMMITTEE RECESS

Senator MONRONEY. I think before we start on this big appropriation of \$2.5 million for the Senate Office Building, there is a quorum call ringing, the committee will be forced to recess and at some later date we will ask you to come back.

We are trying to get these hearings moving as fast as we can as the limited time allows before the morning sessions.

Thank you very much for your appearance.

We will recess, subject to the call of the Chair.

Thank you.

Mr. STEWART. Thank you very much.

(Whereupon, at 10 a.m., Saturday, April 18, 1964, the committee recessed subject to the call of the Chair.)

LEGISLATIVE BRANCH APPROPRIATIONS FOR 1965

MONDAY, APRIL 27, 1964

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

The subcommittee met at 8:30 a.m., pursuant to call, in room 1223, New Senate Office Building, Hon. A. S. Mike Monroney (chairman of the subcommittee) presiding.

Present: Senators Monroney, Proxmire, and Young.

GOVERNMENT PRINTING OFFICE

STATEMENT OF JAMES L. HARRISON, PUBLIC PRINTER; ACCOMPANIED BY HARRY D. MEROLD, DEPUTY PUBLIC PRINTER; FELIX E. CRISTOFANE, ADMINISTRATIVE ASSISTANT TO THE PUBLIC PRINTER; HARRY J. HUMPHREY, DEPUTY COMPTROLLER; ROBERT E. KLING, JR., SPECIAL ASSISTANT TO THE PUBLIC PRINTER; LOUIS J. NAECKER, PLANT ENGINEER; CARPER W. BUCKLEY, SUPERINTENDENT OF DOCUMENTS; WILLIAM H. ADDISON, ASSISTANT SUPERINTENDENT OF DOCUMENTS; AND MERRILL C. GLEASON, BUDGET AND ACCOUNTING OFFICER, OFFICE OF THE SUPERINTENDENT OF DOCUMENTS

OPENING STATEMENT

Senator MONRONEY. The Subcommittee on Legislative Appropriations will be in session.

We have as our witnesses today the officials of the Government Printing Office led by Mr. James L. Harrison and his staff: Mr. Harry D. Merold, Deputy Public Printer; Mr. Felix E. Cristofane, Administrative Assistant to the Public Printer; Mr. Harry J. Humphrey, Deputy Comptroller; Mr. Robert E. Kling, Jr., Special Assistant to the Public Printer; Mr. Louis J. Naecker, plant engineer; Mr. Carper W. Buckley, Superintendent of Documents; Mr. William H. Addison, Assistant Superintendent of Documents; and Mr. Merrill C. Gleason, budget and accounting officer, Office of the Superintendent of Documents.

ESTIMATES, 1965

I believe your budget estimate that we have for the Government Printing Office is before us in the amount of \$18 million. This is a reduction of \$200,000 under the current appropriation. The House, I believe, has allowed you the full amount requested, have they not?

Mr. HARRISON. Yes, sir.

Senator MONRONEY. I will insert in the record certain pertinent pages from the justification.

(The information referred to follows:)

CONGRESSIONAL PRINTING AND BINDING

Statement of expenditures for fiscal year 1963 billed through Jan. 31, 1964; estimated outstanding fiscal year 1963 obligations as of Jan. 31, 1964; estimated expenditures for fiscal years 1963, 1964, and 1965; estimated deficiency for fiscal year 1962; estimated deficiency for fiscal year 1963; and total estimated requirements for fiscal year 1965

	Total estimated requirements, fiscal year 1963			Estimated expenditures, 1964 (4)	Total estimated requirements, fiscal year 1965			
	Expenditures billed through Jan. 31, 1964 (1)	Outstanding obligations as of Jan. 31, 1964 (2)	Estimated expenditures (3)		Estimated expenditures, 1965 (5)	Estimated deficiency		Total estimated requirements, 1965 (8)
						1962 (6)	1963 (7)	
1. Congressional Record.....	\$2,480,877	\$736,000	\$3,216,877	\$2,700,000	\$110,000	\$485,000	\$3,345,000	
2. Miscellaneous publications.....	1,523,058	371,960	2,195,048	2,000,000	-----	385,000	3,270,000	
3. Miscellaneous printing and binding.....	1,744,917	6,880	1,751,747	1,540,000	-----	400,000	1,900,000	
4. Publications for intergovernmental exchange.....	141,872	14,246	156,118	175,000	-----	15,000	175,000	
5. Franked envelopes and document franks.....	567,889	-----	567,889	375,000	-----	35,000	400,000	
6. House and Senate Calendars.....	697,603	1,960	697,603	550,000	-----	-----	690,000	
7. Bills, resolutions, and amendments.....	1,278,316	-----	1,280,276	1,200,000	-----	140,000	1,350,000	
8. Committee reports.....	544,788	-----	544,788	660,000	15,000	-----	675,000	
9. Documents.....	284,876	69,280	654,156	500,000	-----	260,000	670,000	
10. Hearings.....	3,591,876	241,970	3,833,846	3,200,000	65,000	540,000	4,125,000	
11. Federal Register, U.S. Government Organization Manual, and Public Papers of the Presidents.....	826,334	-----	826,334	778,000	-----	40,000	970,000	
12. Supplements to Code of Federal Regulations.....	285,318	-----	285,318	382,000	-----	-----	430,000	
Total.....	14,357,754	1,442,246	15,800,000	14,000,000	420,000	2,300,000	18,000,000	

¹ Committee and business calendars.
² \$15,200,000 appropriated (Public Law 87-730, 87th Cong.) to cover \$1,700,000 estimated deficiency for fiscal year 1961 and \$13,500,000 estimated expenditure for fiscal year 1963. In addition to the \$13,500,000 appropriated for fiscal year 1963 obligations, there is a \$2,300,000 estimated deficit which is included in the fiscal year 1965 estimated requirements.
³ \$18,200,000 appropriated (Public Law 88-248, 88th Cong.) to cover \$4,200,000 estimated deficiency for fiscal year 1962 and \$14,000,000 estimated expenditures for fiscal year 1964.
⁴ \$13,400,000 appropriated (Public Law 87-130, 87th Cong.) to cover \$8,400,000 estimated deficiency for fiscal year 1960 and \$10,000,000 estimated expenditure for fiscal year 1962. The 1964 fiscal year appropriation (Public Law 88-248, 88th Cong.) included \$4,200,000 estimated deficiency for fiscal year 1962. It is estimated that an additional \$200,000 will be required to complete this year's work. This amount is included in the estimated requirements for fiscal year 1965.

Average cost per unit of printing and binding chargeable to the congressional appropriation

	1960	1965	1960	1961	1962	1963	1964 ¹	1965 ¹
1. Congressional Record.....	\$79.30	\$76.96	\$81.98	\$95.05	1 \$97.97	1 \$106.21	\$90.00	\$98.00
2. Miscellaneous publications.....	12.42	12.54	13.82	18.08	27.03	24.22	20.00	23.00
3. Miscellaneous printing and binding.....	7.84	21.55	23.84	25.66	22.18	27.07	22.00	25.00
4. Publications for international exchange.....	.101	.117	.096	.106	.126	.122	.125	.135
5. Franked envelopes.....	4.25	4.02	4.26	4.28	4.34	4.45	4.50	5.00
6. Document franks.....	3.90	5.18	3.09	3.50	3.75	4.14	3.50	3.75
7. Committee and Business Calendars.....	6.83	10.23	9.16	11.65	9.78	13.20	11.00	12.50
8. Bills, resolutions, and amendments.....	9.69	16.34	10.09	8.77	11.08	10.02	10.50	11.00
9. Committee reports.....	16.07	17.74	16.65	17.73	17.92	22.41	20.00	22.00
10. Documents.....	16.70	17.74	20.61	16.85	22.25	15.68	25.00	20.00
11. Hearings.....	11.70	12.71	15.30	14.00	17.55	20.11	16.00	17.60
12. Federal Register (not including U. S. Government Organization Manual and Public Papers of the Presidents).....	44.40	45.71	45.24	46.70	49.04	54.02	46.00	51.00
Supplements to Code of Federal Regulations.....	13.39	12.65	11.72	11.72	14.63	11.92	15.00	16.50

¹ Estimated. ² A different method of determining production units was in use in 1960 that reflected a much lower unit cost.

Billings for work ordered in fiscal year as of January 31, 1964

	<i>Amount</i>		<i>Amount</i>
1954-----	\$9,840,403.69	1960-----	\$13,098,920.14
1955-----	9,083,413.32	1961-----	11,599,208.74
1956-----	10,321,442.51	1962-----	13,938,951.88
1957-----	10,076,164.34	1963-----	14,357,754.28
1958-----	11,392,154.87	1964 (7 months)-----	5,406,892.64
1959-----	11,568,168.24		

NOTE.—With the inception of the revolving fund accounting system in fiscal year 1954, all billings for each fiscal year are based on the orders received during the respective fiscal year.

Employees on roll

Fiscal year:	As of 1—		Number		As of 1—		Number
1954-----	Jan. 1, 1954		7,148	1959-----	Feb. 28, 1959		6,513
1955-----	June 1, 1955		6,803	1960-----	Feb. 29, 1960		6,547
1956-----	Apr. 1, 1956		6,687	1961-----	Feb. 28, 1961		6,614
1957-----	Mar. 15, 1957		6,490	1962-----	Feb. 28, 1962		6,887
1958-----	Mar. 31, 1958		6,432	1963-----	Feb. 28, 1963		7,161
				1964-----	Jan. 31, 1964		7,273

¹ Based on information developed annually for hearings before the Committee on Appropriations.

Value of outside purchases based on billings

Fiscal year—	<i>Amount</i>	Fiscal year—Continued	<i>Amount</i>
1954-----	\$18,273,329.08	1960-----	\$30,166,932.70
1955-----	20,343,177.66	1961-----	31,728,996.74
1956-----	21,420,761.04	1962-----	40,928,891.79
1957-----	25,476,038.24	1963-----	46,377,028.65
1958-----	27,962,333.00	1964 (7 months)---	26,293,120.26
1959-----	27,229,082.72		

Total billings, including all field work

Fiscal year—	<i>Amount</i>	Fiscal year—Continued	<i>Amount</i>
1954-----	\$71,280,536.48	1960-----	\$95,644,677.72
1955-----	77,261,053.75	1961-----	96,058,298.76
1956-----	82,453,884.66	1962-----	120,262,670.56
1957-----	93,641,307.04	1963-----	127,102,711.78
1958-----	87,166,185.77	1964 (7 months)---	76,077,522.02
1959-----	90,728,052.47		

1964 wall calendars ordered from Government Printing Office

Ordered by—	Requisition number	Date	Government Printing Office jacket number	Number of calendars			Cost
				Large	Small	Total	
Clerk's office, House of Representatives.	50	Aug. 7, 1963	21-904	50,500	-----	50,500	\$21,114.40
Do-----	697	Jan. 10, 1964	27-181	10,000	-----	10,000	5,139.78
Do-----	857	Feb. 8, 1964	28-508	2,000	-----	2,000	¹ 1,315.00
Total ordered by House of Representatives.				62,500	-----	62,500	¹ 27,569.18
Secretary of the Senate-----	3,847	Aug. 9, 1963	22-096	8,200	1,000	9,200	3,946.57
Total ordered by House, and Senate.				70,700	1,000	71,700	¹ 31,515.75

¹ Estimated.

NOTE.—Large House calendars, size 12¼ by 18, are printed with numerals in 2 colors, mounted on board, lined with blue paper, and have a 2-color illustration showing panoramic view of Capitol. Large Senate calendars, size 9¾ by 15, are printed with single-color numerals, mounted on board, lined with blue paper, and have illustration showing Senate wing of Capitol. Small House calendars, size 11¾ by 9¾, consist of the calendar portion only, wire stitched. Small Senate calendars, size 9 by 10, consist of the calendar portion only, stitched to board.

Profits and losses from printing and binding operations, Government Printing Office revolving fund, fiscal year 1954 through January 31 of fiscal year 1964

Fiscal year:	Net profit or loss (—)	Fiscal year—Continued	Net profit or loss (—)
1954.....	\$3, 483, 727	1960.....	\$1, 264, 135
1955.....	3, 156, 673	1961.....	—809, 188
1956.....	3, 203, 201	1962.....	2, 326, 531
1957.....	2, 971, 901	1963.....	1, 343, 814
1958.....	975, 037	1964 through Jan. 31,	
1959.....	1, 218, 169	1964.....	1, 078, 261

Senator MONRONEY. Do you have a statement to make, Mr. Harrison?

Mr. HARRISON. Yes, sir.

Senator MONRONEY. You may proceed with your statement.

STATEMENT OF THE PUBLIC PRINTER

Mr. HARRISON. Mr. Chairman, it is a pleasure to once again appear before you.

I appreciate this opportunity to discuss with you the accomplishments, the plans, and the needs of the Government Printing Office.

I am aware of the many demands on your time and intend to be as brief as possible in my remarks. However, there are some things pertaining to our operation which I believe will be of special interest to this committee and I will summarize them for you.

CHANGES IN PRINTING INDUSTRY

Far-reaching changes are taking place in the printing industry, and we are attempting to keep abreast of these developments. During the past year, we installed and have in production several new high-speed offset presses and some astonishingly new binding equipment. Also recently installed were units of electronically controlled tape-operated typesetting machinery.

We have now in production a photocomposing system which will accept information both from computer-developed magnetic tape or punched tape produced by keyboards. These last two operations have been grouped in our new Electronic Printing Production Unit, and are being used in experimental composition. It is expected that these new techniques will reduce the cost of printing and at the same time recover their original cost.

Also being developed for the Office is a radically new type of high-speed photocomposing equipment, based on the cathode-ray tube principle. This new machine should enable us economically to produce negatives and printing plates at very high speeds. This will make it feasible to reduce the bulk size of present technical publications and improve legibility, and at the same time reduce their overall cost. Other technical information will, for the first time, become economical to print.

This modernization of machinery and equipment, together with improvement in production procedures, has enabled us to offset to some extent the effect of salary and wage increases.

PRODUCTION PROBLEMS OF LONG SESSION

The extended first session of this Congress posed some production problems for the Office and some modification of schedules was necessary to meet the service and production requirements of the Government. The daily Congressional Record had 133 issues during the first 7 months of fiscal year 1964, compared to 99 issues for the same period of the previous year. One issue of the Record, for March 28, 1963, contained 364 pages. The total pages for the fiscal year 1964 may set a new high for a fiscal year.

The Government Printing Office is a manufacturing agency and as such has attendant hazards associated with its work. However, the Office ranks creditably in safety achievement when compared with the printing industry as a whole, our accident-frequency rate being about 25 percent less than the national average. This justifies the emphasis we place on safety and good housekeeping.

INCENTIVE AWARDS

During the past year, it was my pleasant duty to present 335 of our employes with awards under the incentive awards program. This activity continues to be a rewarding one and provides measurable savings in cost through greater efficiency and increased productivity.

APPRENTICE PROGRAM

Our apprentice training program is well organized and provides comprehensive instruction in all phases of printing and binding, with the goal of producing competent skilled craftsmen to take their places in our working force. We are training the maximum number of apprentices allowed under the present law, but find that our graduates of about 40 per year are far from enough to meet our needs. It is my hope that the law will be modified to permit the training of an adequate number of apprentices, who, with those journeymen we recruit through civil service, will be sufficient to maintain our working force at needed strength.

NEED FOR WORKING AND STORAGE SPACE

One of our major problems is the need for more working space and more economical warehouse storage. I have a detailed report on this subject, prepared for this committee's use, which, if it pleases the committee, I would like to present after we have concluded our discussion of the congressional printing and binding appropriations.

CONGRESSIONAL PRINTING AND BINDING

We have prepared justifications for congressional printing and binding for the fiscal year 1965. I will be pleased to submit them for the record, or, if you prefer, I will read them, item by item.

Senator MONRONEY. I believe it would be a good idea to read it item by item on the justification so that if we have any questions we can ask about them.

You may proceed.

Mr. HARRISON. All right.

Senator MONRONEY. The total estimated cost of the first item is the Congressional Record; is that correct?

Mr. HARRISON. Yes, sir.

EXPENDITURES 1963 AND REQUEST, 1965

Senator MONRONEY. Expenditures for the last fiscal year would be \$3,216,877; correct?

You are asking for \$3,345,000 this year?

Mr. HARRISON. What statement are you reading from, Senator?

Senator MONRONEY. "Congressional Printing and Binding, Statement of Expenditures and Estimated Outstanding Expenditures."

Mr. HARRISON. Senator, your question was—

CONGRESSIONAL RECORD

Senator MONRONEY. You are asking for the Congressional Record \$3,345,000 which is slightly above 1963 and considerably above by about \$600,000 for 1964?

Mr. HARRISON. We had a deficiency, if you will notice, in 1963 of \$485,000. We have attempted in the estimate for 1965 to cover that.

Senator MONRONEY. Does that count the \$485,000 deficiency for 1963 and the estimated deficiency of \$110,000 for 1962?

I notice your estimated expenditure in column 5 is \$2,750,000.

Mr. HARRISON. Yes; that is right.

Senator MONRONEY. In other words, that is the same estimate you had in 1964; \$50,000?

Mr. HARRISON. \$50,000 more.

Senator MONRONEY. But the increase is largely to cover the deficiency in the preceding year?

Mr. HARRISON. \$110,000 for 1962 and \$485,000 for 1963.

Senator MONRONEY. All right.

MISCELLANEOUS PUBLICATIONS

Your next item is "Miscellaneous publications."

Mr. HARRISON. There again we had a deficiency in 1963 of \$385,000. We are asking for \$885,000 more in 1965 than we asked for in 1964.

Senator MONRONEY. \$885,000 increase for what? Is this for congressional printing?

Mr. HARRISON. That is for congressional printing; miscellaneous publications.

MISCELLANEOUS PRINTING AND BINDING

Senator MONRONEY. Your estimate of expenditure virtually is the same as for miscellaneous printing and binding as for 1964, but you had a carryover estimated deficiency of \$400,000?

Mr. HARRISON. That is right.

Senator MONRONEY. You would like to make that up?

Mr. HARRISON. Yes.

Senator MONRONEY. Which would increase it to \$1,900,000?

Mr. HARRISON. Yes, sir.

PUBLICATIONS FOR INTERNATIONAL EXCHANGE

Senator MONRONEY. Publications for international exchange is the same as last year, is that correct?

Mr. HARRISON. Well, we are asking for this year, \$160,000, but in 1963 we had a \$15,000 deficiency which we want to make up.

Senator MONRONEY. You had practically that expenditure in 1963.

Mr. HARRISON. Yes.

FRANKED MATERIAL

Senator MONRONEY. Franked envelopes and document franks. This applies only to the mail that is carried under the Members' franks?

Mr. HARRISON. That is correct.

Senator MONRONEY. The House and the Senate?

Mr. HARRISON. Yes. We feel there will be a slight reduction this year because, being an election year, we do not anticipate Congress will be in as long as they were last year so we can get by with a little less, we think. Last year, we had a \$35,000 deficiency.

HOUSE AND SENATE CALENDARS

Senator MONRONEY. Next is the House and Senate Calendars, \$550,000 last year; estimated \$690,000 for this year.

There is no carryover for deficiency on that?

Mr. HARRISON. No.

Senator MONRONEY. Why is this higher?

Mr. HARRISON. We expect to have a deficiency for fiscal year 1964.

BILLS, RESOLUTIONS, AND AMENDMENTS

Senator MONRONEY. The matter that Senator Young was asking about was covered in the bills, resolutions, and amendments, item 7? Estimated \$1,210,000?

Mr. HARRISON. That is a \$10,000 increase we expect this year.

Senator MONRONEY. You have \$140,000 deficiency from last year.

Mr. HARRISON. Yes.

Senator YOUNG. Mr. Chairman, may I ask this question?

Senator MONRONEY. Yes.

NIGHT PRINTING COSTS

Senator YOUNG. When you do printing at night like committee reports, does that require overtime pay?

Mr. HARRISON. No, sir. We pay a 15-percent differential to our night employees; regular time plus 15 percent.

Senator YOUNG. You use your regular night crew?

Mr. HARRISON. Yes.

Now, there may be an emergency where in the early morning hours the night crew will have to work a few extra hours at time and a half, but that is the exception.

VACATION PERIODS

Senator YOUNG. This appears to offset, then, the longer vacation period that your workers get than those in private industry.

How much vacation do your employees get each year?

Mr. HARRISON. They get leave at the rate of 26 days a year if they have been employed for over 15 years; 20 days from 3 up through 15 years of service; and 13 days under the 3 years of service.

Senator YOUNG. Twenty days up through 15 years?

Mr. HARRISON. That pretty generally, I think, coincides with the industry, Senator. Three weeks or more after you have been there 10, 15 years.

Senator YOUNG. Is this the same as other departments of Government?

Mr. HARRISON. Yes; this is under the civil service leave system.

Senator YOUNG. I thank you.

COMMITTEE REPORTS

The next item is 8, "Committee reports," \$600,000 estimated for 1964; \$675,000 for this year. That is because there will be more than \$15,000 deficiency carried over from 1962, is that correct?

Mr. HARRISON. Yes.

Senator MONRONEY. Otherwise, you are figuring the same, practically?

Mr. HARRISON. About; yes, sir.

DOCUMENTS

Senator MONRONEY. Documents, what does that include, sir, under 9?

Mr. HARRISON. This heading includes all classes of Senate and House documents ordered printed by Congress which carry a congressional number such as annual reports, engineers' reports, special reports made by Government departments in response to resolutions, supplemental estimates of appropriations, et cetera.

Senator MONRONEY. The total you are asking for is \$670,000 which would take care of deficits for 1962, \$10,000; deficits for 1963 of \$260,000; is that correct?

Mr. HARRISON. Yes, sir.

HEARINGS

Senator MONRONEY. Hearings on item 10, you are asking for a little bit more than you had.

Mr. HARRISON. Yes; about \$320,000 more.

Senator MONRONEY. And this would make up also estimated deficiencies of \$540,000 for 1963; estimated for 1962, \$65,000; is that correct?

Mr. HARRISON. Yes, sir.

Senator MONRONEY. And that includes all of the committee hearings, special committees and subcommittees and others held before the House and the Senate?

Mr. HARRISON. Yes, sir.

Senator MONRONEY. It is not divided up?

Mr. HARRISON. No.

FEDERAL REGISTER, ORGANIZATION MANUAL, PRESIDENTIAL PAPERS

Senator MONRONEY. The Federal Register, U.S. Government Organization Manual, and Public Papers of the Presidents, item No. 11, you are asking for more this year than you had in 1963 or the estimated expenditures of 1964.

Mr. HARRISON. Yes, sir.

Senator MONRONEY. Then also you ask for \$40,000 to cover the deficit, estimated deficiency in 1963; is that correct?

Mr. HARRISON. Yes, sir.

POSSIBILITY OF CUT IN COST FOR HEARINGS

Senator YOUNG. Mr. Chairman, if I may go back to that cost of printing hearings, with the Senate having fewer hearings this year than in previous years, would this be one item that could be cut? It does not look like we will have nearly as many hearings as we ordinarily have.

Mr. HARRISON. Of course, this runs through the first part of the first session of the next Congress which is generally heavy. The first session of a Congress is usually very heavy and history tells us that we need more money to cover hearings the first session than we do the second session.

Senator YOUNG. Do you think a new Congress will come back with a lot of new ideas?

Mr. HARRISON. Well, either that or they want to reconsider a lot of old ideas; it is hard to tell.

Senator MONRONEY. This covers the House, as well.

Mr. HARRISON. Yes.

UNEXPENDED FUNDS IN REVOLVING FUND

Senator MONRONEY. This is not under any kind of restriction, is it? If this money is not spent, it stays in the revolving fund, does it not, and there is \$540,000 carried for estimated deficiency for 1963; for 1962, \$65,000.

It is impossible to tell how many pages of hearings congressional committees will have.

Mr. HARRISON. That applies to the whole operation, Senator. We attempt on the basis of historical information to make the best educated guess we can as to what Congress will need for printing in the coming year. Sometimes we hit it close; sometimes we don't.

Senator MONRONEY. These deficiencies are taken out of the revolving fund?

Mr. HARRISON. Yes, sir.

Senator MONRONEY. When you get your appropriation, you place that in the revolving fund?

Mr. HARRISON. Yes, sir at the time of billing.

REASON FOR DURATION OF DEFICIENCY

Senator MONRONEY. I cannot understand why it takes so long to take the deficiency up, though, an estimated deficiency of \$65,000 in 1962.

Mr. HARRISON. There again it depends on whether or not committees feel they might want additional copies. We have to hold the job orders open until the committees authorize us to kill type, indicating there will not be need for further printing of that particular document.

Senator MONRONEY. So you don't close off that account; you still would not come back for more than one deficiency?

Mr. HARRISON. At a time.

In other words, when you have hearings, until that particular bill the hearing was held on was finished, we have to hold it open.

Senator MONRONEY. You mean until the bill is passed or vetoed?

Mr. HARRISON. Yes.

COSTS CHARGED ONLY ON COMPLETION OF BILL

Senator MONRONEY. So you can't charge any of your costs regarding that particular bill up finally until the bill is passed.

Mr. HARRISON. We can charge some of the cost but we cannot complete the charge.

Senator MONRONEY. I see. This is a pretty big carryover. The whole thing for 1963 is \$2,300,000.

Mr. HARRISON. Yes, sir.

Senator MONRONEY. I know you cannot estimate the pages and the cost of printing these things, but if you have that drain on your own account there which is a revolving fund, as I understand, for the whole Government—

Mr. HARRISON. Yes. It is for our entire operation. We were in trouble until last year.

Senator MONRONEY. We replenished the fund.

Mr. HARRISON. You graciously restored some of the funds that had been returned to the Treasury.

SUPPLEMENTS TO CODE OF FEDERAL REGULATIONS

Senator MONRONEY. The last item is the Supplements to Code of Federal Regulations. That is different from the printing of the code that you mentioned above?

Mr. HARRISON. Yes; this is the annual supplement.

SUMMATION OF FUNDS REQUEST

Senator MONRONEY. So, the \$18 million you are asking for includes \$15,500,000 for the actual estimated expenditures of 1965?

Mr. HARRISON. Yes, sir.

Senator MONRONEY. \$200,000 that would go into the estimated deficiency of 1962 and \$2,300,000 that would go into estimated deficiency of 1963; correct?

Mr. HARRISON. Yes.

Senator MONRONEY. All right.

Now, all of the other expenditures of the Government Printing Office are taken care of on a direct chargeable basis to the Department.

Mr. HARRISON. That is right.

VOLUME OF OUTSIDE PRINTING

Senator MONRONEY. What is the volume of the printing that you do outside? Do you have \$15,500,000 plus your deficiencies that you do for the Congress?

Mr. HARRISON. Last year, Senator, fiscal 1963, we billed \$127,102,711. So far the first 7 months of 1964, \$76,077,522.

Senator MONRONEY. \$77 million?

Mr. HARRISON. Yes, sir; \$76,077,522.

Senator MONRONEY. Now, what percent of the printing do you estimate this \$127 million a year is of Government printing?

What percent, in other words? You do only a portion of it. A great deal of it is done outside the Government Printing Office.

Mr. HARRISON. A little over a third we buy commercially, Senator. Of this \$127 million, about 37 percent we purchase. In 1964, I believe our commercial purchase was \$47 million.

Senator MONRONEY. I see.

PAYMENT UNDER KIESS ACT

Now, your employees are paid on the blue-collar basis?

Mr. HARRISON. Some are, and some are paid on the annual-rate basis.

Senator MONRONEY. The craftsmen?

Mr. HARRISON. The craftsmen are paid on a wage that is established under the Kiess Act.

Senator MONRONEY. What is the number of employees that you have on an annual basis on the craftsmen? That is the Kiess Act.

Mr. HARRISON. Yes, the Kiess Act. That, in effect, sets up the basis whereby the Public Printer shall meet with the craft, any craft of 10 or more, and consider wages. We have been using a weighted average of the 25 largest cities in establishing wages for our journeymen.

TOTAL EMPLOYEES

The total number of employees in 1964 was 7,273.

Senator MONRONEY. 7,273?

Mr. HARRISON. Yes.

Senator MONRONEY. Now, is that the total?

Mr. HARRISON. That is the total.

Of those, 225 are outside of Washington.

Senator MONRONEY. Those 7,273 are both administrative and craftsmen?

Mr. HARRISON. Yes, sir.

Senator MONRONEY. And 225 of those are outside Washington?

Mr. HARRISON. Yes.

NUMBERS OF PRODUCTION CRAFTSMEN AND ADMINISTRATORS

Senator MONRONEY. How many of those are craftsmen of the total 7,000-plus your craftsmen and how many are administrators?

Mr. HARRISON. 4,428 are production employees including craftsmen and 1,427 administrative employees.

Now, we have 500 in our field service altogether; 503 in documents.

Senator MONRONEY. And that is on top of the 500?

Mr. HARRISON. Yes, sir.

Senator MONRONEY. I see.

REGULAR AND TEMPORARY EMPLOYEES ON DOCUMENTS

Mr. HARRISON. We have 406 who are temporaries. They work on Sunday night and Monday night to open the documents mail.

Senator MONRONEY. In other words, you would have 909 regular and temporaries in the documents?

Mr. HARRISON. Yes, sir; 909.

Senator MONRONEY. Yes.

Now, is that self-sustaining?

Mr. HARRISON. Yes, sir.

Senator MONRONEY. That brings in income enough to pay for the salaries?

Mr. HARRISON. Yes.

FUNDS RETURNED TO TREASURY

Senator MONRONEY. How much does that amount to?

Mr. HARRISON. I think last year Superintendent Buckley turned back to the Treasury \$5,731,000.

Senator MONRONEY. \$5,731,000 returned to the Treasury as a result of sale of documents in this department?

Mr. BUCKLEY. Yes, sir.

Senator MONRONEY. I see.

ADDITIONAL PERSONNEL REQUIRED

Are you asking for any additional personnel this year?

Mr. HARRISON. In the Superintendent of Documents; yes, sir.

Mr. BUCKLEY. Yes. That is the only part. We are asking for 10 additional persons.

Senator MONRONEY. Asking for 10 additional persons, and the rest of the Government Printing Office none? Do you go out and hire as you need?

Mr. HARRISON. We have to hire as we need. Title 44, section 40, of the United States Code is the law under which the Government Printing Office operates, and it gives the Public Printer that authority.

Senator MONRONEY. Then, as the need is met, you reduce them?

Mr. HARRISON. That is right.

UNDERSTANDING ON HIRING W.A.E. EMPLOYEES

Senator MONRONEY. And you always have a group that are employed with that understanding, is that correct, that their work will be not annually but on a part-time basis?

Mr. HARRISON. No, sir; except for these 406 w.a.e. employees, Senator. Our other employees we strive to keep, because it is difficult to employ trained journeymen personnel on a part-time basis.

Senator MONRONEY. Do you have enough workload to generally keep them on?

Mr. HARRISON. Not only enough workload to keep our people busy but also to purchase \$47 million worth of printing, in addition.

Senator MONRONEY. That is the 37 percent outside procurement that you get?

Mr. HARRISON. Yes, sir.

EMPLOYMENT OF NEGROES

Senator YOUNG. You have as high a percentage of colored people in your employ as any department, do you not?

Mr. HARRISON. I think we have about 40 percent, Senator.

Senator YOUNG. I note that when they walk out of the building as I drive by. That is about as high as any department in the Government.

Mr. HARRISON. I would imagine, unless the Bureau of Engraving and Printing would be that high. We hire a very large number of skilled laborers.

Senator YOUNG. I am not criticizing for hiring Negroes.

Mr. HARRISON. I just wanted to explain why we did. We have some very fine Negroes in very good positions.

BILLINGS BASED ON COST

Senator MONRONEY. On your \$127 million printing that you do for the other Government departments other than Congress, is this charged them on actual costs of work basis?

Mr. HARRISON. Senator, that includes the Congress.

Senator MONRONEY. That includes the Congress.

So this would be the \$15,500,000 minus.

Mr. HARRISON. Yes.

Senator MONRONEY. It would be \$112 million that you do ask for?

Mr. HARRISON. The billings are as near cost as we can figure.

Senator MONRONEY. I see.

Mr. HARRISON. This \$127 million is the work we billed for that year.

Now, there is another \$3,600,000 that we are yet to bill, so our total volume in 1964 amounted to about \$130,837,000. There again a lot of this work is not completed and we bill when it is completed.

Senator MONRONEY. But your objective is to recover the full cost of Government printing as furnished for the Government departments out of the billing?

Mr. HARRISON. That is right.

CONTINGENCY FUND

Mr. MONRONEY. Do you ever consider a cushion there to make up for contingencies?

Mr. HARRISON. Yes.

Senator MONRONEY. Is that a part of the billing cost?

Mr. HARRISON. We attempt to recover cost plus a very small percent for contingencies. I think last year our profit ran about one to one and a half percent.

REPLACEMENT OF MACHINERY

Senator MONRONEY. I notice your revolving fund which we gave you, three and a half million dollars, \$3,550,000—I don't see any amount there for the acquisition of and replacement of machinery.

Mr. HARRISON. No; there is not. That comes out of the profits that we make, the small percent that we recover.

Senator MONRONEY. Is that new Linotype machines and offset presses?

Mr. HARRISON. Yes.

Senator MONRONEY. What is the offset of the expenditures?

MODERNIZATION PAID FROM EARNINGS

Mr. HARRISON. Our modernization program runs about a million and a half dollars a year. So far, since I have been Public Printer, we have been able to earn that much over our actual costs.

Senator MONRONEY. So, the modernization of the machinery, presses and so forth is taken care of out of this slight overage that you charge, about one and a half percent; correct?

Mr. HARRISON. Yes.

PRINTING OF POSTAGE ENVELOPES

Senator MONRONEY. I notice you have a figure in there for printing of franked envelopes and document franks.

Do you print the postage envelopes, the Government envelopes that are sold at the post offices with the postage on?

Mr. HARRISON. No.

Senator MONRONEY. That is all done by outside contractors?

Mr. HARRISON. Yes. I understand the manufacturer that makes the envelopes prints the stamp at the same time.

Senator MONRONEY. There is always a complaint about local competition. The Government Printing Office does absolutely none of that?

Mr. HARRISON. No.

Senator MONRONEY. The company that does it is the company that manufactures the envelopes?

Mr. HARRISON. Yes. That is a Post Office contract over which we have no control. The envelopes that we print are the congressional franks.

Senator MONRONEY. As I understand the congressional franks, these are billed to the Congress.

Mr. HARRISON. Yes, sir.

BILLING FOR FRANKED ENVELOPES USED

Senator MONRONEY. And the Post Office then bills the Congress on the number of franked envelopes that are purchased each year; is that not correct?

Mr. HARRISON. I am not sure.

Senator MONRONEY. That is not in your department?

Mr. HARRISON. No; it would not be.

Senator MONRONEY. This is the way I understand the pro rata that we pay to the Post Office for the use of franks. The use of the frank mail is paid and all of the envelopes that are destroyed or lost I understand we have to pay for out of our Government allotment.

Do you have any questions, Senator Proxmire?

Senator PROXMIRE. Yes.

ITEMS INCLUDED IN COSTS

I would like to ask, on your computation of the cost of the documents that you print that are purchased, what do you include in your cost?

Mr. HARRISON. Everything.

Senator PROXMIRE. Well, let me run down some of the things. You include, of course, all the overhead salaries, prorated share?

Mr. HARRISON. Yes, sir.

Senator PROXMIRE. You include the depreciation on the building?

Mr. HARRISON. No; not on the building.

Senator PROXMIRE. Why not?

Mr. HARRISON. We include maintenance.

Senator PROXMIRE. Why don't you include depreciation on the building?

Mr. HARRISON. The law does not allow us to do that.

Senator PROXMIRE. You are not allowed to?

Mr. HARRISON. No.

Senator PROXMIRE. It seems reasonable to me that building has been there a long, long time but I hope it is not going to be there forever. I imagine you are going to have to replace it some time.

At any rate, you include everything except depreciation price on the building?

Mr. HARRISON. Yes, sir.

Senator PROXMIRE. You include depreciation on all the machinery?

Mr. HARRISON. Yes, sir.

Senator PROXMIRE. Overhead of all the operations?

Mr. HARRISON. Absolutely.

Senator PROXMIRE. Not on any land, of course, because you have none.

Mr. HARRISON. No.

Senator PROXMIRE. No government-owned land.

Mr. HARRISON. Of course, it is the only source of income we have and we must include everything or we would run a deficit. We maintain our own guard force, our own facilities.

Senator PROXMIRE. Your own guard force?

Mr. HARRISON. Yes; everything, including repairs of the buildings.

BREAKDOWN OF COSTS AND INCOME

Senator PROXMIRE. Let me just ask one other question.

You have undoubtedly said this but I came in a little late.

Do you have a breakdown of the cost and income from what you print and sell and the cost of what you produce, but, of course, produce for the Congress, the Congressional Record, and so forth?

Mr. HARRISON. Yes, sir.

Senator PROXMIRE. What is that, the \$18 million here?

Mr. HARRISON. How many million dollars?

Senator PROXMIRE. \$18 million I see in "Printing and binding."

Mr. HARRISON. The total value of work produced in 1964 was \$130 million-plus.

Senator PROXMIRE. I see.

Mr. HARRISON. Now, that is how much we handled. We purchased from commercial printing plants \$47 million of that. That was under the regular invitation, bid, and low-bidder basis.

1965 REQUEST

Senator PROXMIRE. I take it the total appropriation by the Government is \$26 million-plus which you are asking for 1964.

Mr. HARRISON. No; we are only asking for \$18 million, Senator. Now, that is to cover congressional printing only.

Senator PROXMIRE. I see; I include printing and binding, but the printing and binding cost is \$18 million.

Mr. HARRISON. Yes.

PRINTING FOR DEPARTMENTS OTHER THAN CONGRESS

Senator PROXMIRE. Then you have a total overall cost including what you charge people who buy publications of \$113 million; is that correct?

Mr. HARRISON. That was the volume the plant produced and purchased for departments other than Congress.

Now, the Superintendent of Documents sold something like 60 million publications and turned back to the Treasury in excess of \$5 million.

Mr. BUCKLEY. \$5,731,000.

Senator PROXMIRE. Thank you very much.

UNCREDITED REVERSION TO TREASURY

Senator MONRONEY. The bookkeeping account shows that does not give you credit for the \$5,731,000 that you realized from the sale of documents; does it not?

Mr. HARRISON. Yes, sir.

Senator MONRONEY. We appropriated \$5,242,000 last year. You sold \$5,731,000 but this \$5,731,000 went directly into the Treasury as revenue?

Mr. HARRISON. Yes.

RELATIONS WITH COMMERCIAL ESTABLISHMENTS

Senator PROXMIRE. Let me ask this one other question.

I used to be in the printing business myself, of course in a very small way compared to your operation. I have always been impressed by the tremendously competitive business and the great advances they have made as you indicated in your presentation in presses and so forth.

I am just wondering if you have any group of outside experts who consult with you and who give you the benefit of their views on modernization and on cutting costs and so forth, or do you think that is desirable or necessary?

Mr. HARRISON. Senator, we have a very wonderful working relationship with the commercial printing establishments. They have been most gracious in sharing knowledge with us. They call on us if they have a problem and we discuss problems across the board.

For instance, when we put in our web offset equipment the first time, a printing establishment from Michigan sent a team of men in for 3 days to discuss the problems of web offset printing with our people. That probably saved us hundreds of thousands of dollars because we got started in web offset printing with the least amount of waste of anybody I have ever heard of.

Now, we have had an engineering concern, the Charles T. Main Co., one of the leaders in the field, especially in the field of printing. They have been in to our office; they have done a preliminary survey, primarily on our space problem.

DISCUSSION OF OVERALL OPERATIONS

Senator PROXMIRE. Do you have anybody to do that kind of thing for your whole operation?

Mr. HARRISON. No.

Senator PROXMIRE. The kind of presses you should have, the layout?

Mr. HARRISON. No.

Senator PROXMIRE. You have not had that?

Mr. HARRISON. No.

Senator PROXMIRE. Why would that not be desirable?

Mr. HARRISON. It would be.

Senator PROXMIRE. Great advances.

Mr. HARRISON. Well, of course, our officials keep up with the industry in all of these things. There is hardly a week passes that we don't have some of our technical officials that are attending seminars. We take many, many trade journals which keep us up to date, and the industry looks to us in a great many instances for research into these problems.

As an example, we have just let a contract for two highspeed electronic composing machines which have never been built at this moment. The minimum requirement is 600 characters a second and they are pretty sure that the machines will reach a thousand characters per second.

NO RESTRAINT THROUGH APPROPRIATION

Senator PROXMIRE. Is it a true statement that neither you nor any of the people who work with you or any of the officials who have been advising and consulting with you feel you are constrained or constrained unduly by the appropriation process making this kind of investment in presses and other equipment that would enable you to do an even more efficient job?

Do you feel you are in a position to get what you need to do this job at the overall cost at the lowest cost over a long period of time?

Mr. HARRISON. We certainly feel that Congress has been very generous with us in our proposals. I think when we present a proposal to Congress we, in our own minds, at least, are convinced that it is a justified proposal. Operating under the revolving fund system as we do, we are able to do many things without loss of time that we would not otherwise be able to do.

Senator PROXMIRE. There is no minority voice that says that you should move ahead faster, that you should have more equipment, that you are not taking advantage of some of the technological advances. Of course, there are people that always disagree, but I am talking about a substantial group within either the industry or within the Printing Office.

Mr. HARRISON. There have been times when I have heard the Government Printing Office referred to as a horse-and-buggy operation, Senator, but I think those times are past. I think we have taken the lead now, as we rightly should, in furthering the development of proper printing equipment. There comes a time when, if you are not modern, your costs are such that you just don't give your customers and the taxpayers an even break.

Senator PROXMIRE. That is right.

Thank you very much.

PROGRESS IN INDUSTRY

Mr. HARRISON. The Congress and the committees of Congress have been very wonderful in assisting us to proceed in a number of these ventures which have paid off very handsomely.

Senator PROXMIRE. I know there is no industry in which you can get a more rapid payoff in getting new modern, high-speed equipment. It is a matter of arithmetic.

Mr. HARRISON. Senator, for 50 years, the printing equipment manufacturing industry was asleep but in the past 15 years they have made greater progress in the advancement of equipment than they did in the previous 50 or even 100 years, almost since movable type was invented. It is hard to keep up with the equipment industry now.

COMPARISON OF OLD AND NEW PRESSES

Senator MONRONEY. To expand the point that Senator Proxmire has raised, could you provide for the record the analysis of cost and productivity of your older presses compared to the cost for your newer models?

Mr. HARRISON. It would be a very difficult thing to do, Senator, because many of our older presses are adapted to certain types of operation which are economical. The newer presses would not be adaptable to that type of operation.

For instance, in printing our patents, we print them on very old, you might say, antiquated presses. We have 4 handfed flatbed letterpresses but we only print 200 at a time. By the time you would make ready on a fast press, you could have these printed and be ready for your next 200.

There are applications for many old pieces of equipment in our plant which have been adapted to certain operations. For instance, we have a press 69 years old that runs full time on printing forwarding address cards for the Post Office Department and it keeps about three men busy on the delivery end of this press packaging these cards. There is no other way that we can find that could be as economical as this 69-year-old press.

NEWER PRESSES MORE ECONOMICAL

Senator MONRONEY. But you have offset presses you mentioned and others, and I think a good comparison could be drawn in favor of the modernizing process. I don't mean to compare every piece of machinery, comparing a 30- or 25-year-old piece of machinery and its cost of operating on the same job if it is used.

Mr. HARRISON. Senator, there is no question but what the newer high-speed presses are more economical if the job lends itself to that press.

Now, our web offset presses and, of course, this figure has been debated many times, anything less than 5,000 run on this press is questionable as to whether it is economical or not. You need long runs. Commercial plants which have installed very large, many cylindered high-speed presses print very long runs.

MODERN PRESSES ON LONG RUNS

For instance, the McCall's magazine printing plant out in Dayton, Ohio, they have 10 color presses that take them about 3 or 4 days to makeready and then they put the Reader's Digest on and they run for 24 days, without stopping, day and night.

Now, that type of thing lends itself well, but if you have to print 200 copies of a patent or 350 copies of a 10-page bill, how useless it would be to expect to effect economy by putting this on a high-speed press.

Senator MONRONEY. We realize that.

Mr. HARRISON. But in jobs that are adaptable to a new high-speed press, then that is where they ought to go. That is why we buy high-speed presses because we do have a percentage of our work that lends itself to that kind of production.

Senator MONRONEY. I think you can find, if you look around, some illustrations where you have modernized and how these specifics as to how the modern machinery has paid off dividends and in lowering your costs and perhaps reducing your necessary manpower requirements as well.

MODERNIZATION HELP IN SHORT RUNS

Senator PROXMIRE. Are there not any areas where the modernization has helped on the short runs?

Mr. HARRISON. Oh, yes, sir.

Senator PROXMIRE. Where you only have 200 or 300 copies to make and their relationship between setting type and running the final job has been speeded up?

Mr. HARRISON. There again, Senator, it depends on the type of composition you have. If you have straight-line matter, just straight reading matter, then you can type it up on a cold type composition machine and run it offset. If it requires a formula which is required in many of our patents today, with all sorts of signs, which you just don't have on every machine, you need different equipment. If the job is small and the matter lends itself to cold type composition, yes, we can cut many corners. Again, it requires a great deal of evaluation and planning in a plant like ours to decide how is the best way to do this particular job. Any planner can make or break the operation. We are very fortunate in having most able planners.

STANDARDIZATION OF AGENCIES' WORK

Senator PROXMIRE. Do you have any relationship with the agencies so that they are familiar with the enormous saving in printing?

Mr. HARRISON. Yes.

Senator PROXMIRE. If they can standardize what they require, because sometimes just a little change in each document can make a terrific increase in your printing cost.

Mr. HARRISON. That is right.

Senator PROXMIRE. If they know it, maybe they can obviate this change.

Mr. HARRISON. We have in session right now in our conference room 63 editors from departments, and tomorrow we will have a different 63 that come in 2 days per week for 6 weeks. This goes on twice a year. Our officials discuss with these editors, who actually send us the copy for the publication they want for their department, our problems and they discuss their problems. I think it is one of the Government's greatest money savers for printing and binding.

We do it twice a year, 6-week courses, which helps us tremendously in getting copy that fits our equipment, which enables us then to economically give the department, our customers, the type of finished publication that they want.

OFFICE OF SUPERINTENDENT OF DOCUMENTS

Senator MONRONEY. The next item on the list is the amount requested for the Office of the Superintendent of Documents, Mr. Carper W. Buckley.

This amount is in the sum of \$5,562,000, an increase of \$320,000 over the 1964 appropriation. The House has allowed you this full amount; \$57,000 of the increase you request is to start a new feature of the enlarged depository program.

Pertinent pages from the justification will be included in the record at this point.

(The information referred to follows:)

STATEMENT SUPPORTING 1965 ESTIMATE FOR SALARIES AND EXPENSES, OFFICE OF THE SUPERINTENDENT OF DOCUMENTS

The Office of the Superintendent of Documents is a division of the Government Printing Office which operates under a separate appropriation. This appropriation provides funds for the performance of the four functions with which this Office is charged by law. All of these functions are of a service nature and there is no control over the volume of work that we are called on to perform. They are (1) the sale of Government publications produced by the Government Printing Office; (2) the compilation of catalogs and indexes of Government publications; (3) the distribution of Government publications to designated depository libraries; and (4) the mailing for Members of Congress and other Government agencies of certain Government publications as authorized by them.

The sale of Government publications by the Office of the Superintendent of Documents for fiscal year 1963 amounted to \$11,297,784.06, from which earnings realized for return to the U.S. Treasury were \$5,731,791.17. We accomplished this with a total appropriation of \$4,759,530. With sales for the current year approximately 12 percent ahead of last year, we look ahead to fiscal year 1965 and an estimated sale of \$12,100,000 of Government publications, with earnings of \$6,200,000. The total amount of the appropriation we are requesting for that year is \$5,562,000, and the anticipated earnings from the sale of publications would again exceed that total by a substantial amount, just as it has in every recent year.

Our appropriation request for fiscal year 1965 provides for \$320,000 in excess of that for 1964. Of this increased amount, \$263,000 will defray the cost of within-grade and salary increases and personnel benefits provided by law, as well as additional amounts needed for sanitation services and printing of publications for distribution to depository libraries. These costs all relate to established programs of the Office, including the depository distribution program now in operation. A detailed breakdown of these increases is shown in the attached statement supporting the 1965 estimate for salaries and expenses for the Office of the Superintendent of Documents, page 3.

The remaining \$57,000 requested is the estimated cost of distributing to depository libraries the non-GPO publications of two Government agencies, the Department of the Interior and the Bureau of the Census. This is designed for the first time to implement that portion of the Depository Library Act of 1962 which provides for the inclusion of non-GPO printed material into the established depository distribution program administered by this Office. A detailed report, including statistical information, will be found in the attached appendix.

(An income and expense statement for the fiscal years 1962, 1963, 1964, and 1965, listed on pp. 8 and 9 will supply additional statistical information.)

OFFICE OF THE SUPERINTENDENT OF DOCUMENTS

Salaries and expenses

Appropriation estimate for 1965-----	\$5,562,000
Appropriation for 1964-----	5,242,000
Increase for 1965-----	320,000

	Estimate 1964	Estimate 1965	Increase
11 Personnel compensation-----	\$3,193,646	\$3,313,743	\$120,097
12 Personnel benefits-----	190,884	195,871	4,987
21 Travel and transportation of persons-----	1,500	1,500	-----
22 Transportation of things-----	2,300	2,300	-----
23 Rents, communications and utilities-----	149,700	175,305	25,605
24 Printing and reproduction-----	960,000	1,115,440	155,440
25 Other services-----	108,000	116,000	8,000
26 Supplies and materials-----	371,870	377,741	5,871
31 Equipment-----	64,100	64,100	-----
Contingency fund-----	200,000	200,000	-----
Total estimate-----	5,242,000	5,562,000	320,000

I. Increases requested for currently established programs-----	\$263,000
II. Increases requested to implement the depository library program to include the distribution of certain non-GPO material to depository libraries-----	57,000
Total increases-----	320,000

Schedule of 1965 increases requested

I. Increases requested for currently established programs:	
(a) Personnel compensation-----	\$75,473
Regular within-grades and hourly increases for employees-----	\$49,213
6 months of 1964 pay rates needed in 1965--	36,036
Total-----	85,249
Less the 1 day in 1965 for days over 52-week base-----	-9,776
Total-----	75,473
(b) Personnel benefits-----	4,987
(c) Costs of printing copies for distribution to an estimated 134 additional depository libraries that will be on the depository library lists in fiscal year 1965-----	155,440
Explanation: We estimate that there will be 838 depository libraries on the official lists in fiscal 1965. This will exceed by 134 our estimate of 704 for fiscal year 1964. There are now 749 libraries on the official lists. (Average printing cost of depository copies per library \$1,160 x 134 additional libraries.)	
(d) Postage costs for mailing the depository copies to an addi- tional 134 designated libraries-----	16,500
(e) Cost of the mailing supplies needed for mailing the depository copies to an additional 134 libraries-----	2,600
(f) For increased costs of cleaning work areas and maintain- ing rest rooms-----	8,000
Total increases for currently established programs--	263,000

Schedule of 1965 increases requested—Continued

II. Increases requested to implement the depository library program to include the distribution of certain non-GPO material to depository libraries:

(a) For new employees to implement the program of furnishing the non-GPO material to depository libraries.....	\$44,625
(b) Postage costs for mailing the non-GPO material to all depository libraries requesting same.....	9,105
(c) Cost of mailing supplies needed for mailing the non-GPO material to depository libraries.....	3,271
Total increases to implement the depository library program to include the distribution of certain non-GPO material to depository libraries.....	57,000

Object	Estimate, 1964	Estimate, 1965	Increase
11 Personnel compensation.....	\$3,193,646	\$3,313,743	\$120,097
Regular within-grades and hourly increases for employees.....		49,213	
6 months of 1964 pay rates needed in 1965.....		36,036	
Subtotal.....		85,249	
Less the 1 day in 1965 for days over 52-week base.....		-9,776	
Total for established programs.....		75,473	
New employees to implement new depository library program:			
1 GS-8.....	\$6,300		
1 GS-4.....	4,215		
1 GS-3.....	3,880		
7 skilled laborers, at \$2.07.....	30,139		
Subtotal.....		120,097	
12 Personnel benefits.....	190,884	195,871	4,987
For the required contributions to the retirement fund due to increased compensation payments.....			
21 Travel and transportation of persons.....	1,500	1,500	None
22 Transportation of things.....	2,300	2,300	None
23 Rents, communications, and utilities.....	149,700	175,305	25,605
Postage costs for mailing Government Printing Office printed depository copies to an additional 134 designated libraries.....		16,500	
Postage costs for mailing the non-Government Printing Office material of Census Bureau and Department of the Interior to all depository libraries requesting same.....		9,105	
Total.....		25,605	
24 Printing and reproduction.....	960,000	1,115,440	155,440
Costs of printing copies for distribution to an estimated 134 additional depository libraries that will be on the depository library lists in fiscal year 1965. Explanation: We estimate that there will be 838 depository libraries on the official lists in fiscal 1965. This will exceed by 134 our estimate of 704 for fiscal year 1964. There are now 749 libraries on the official lists. (Average printing cost of depository copies per library \$1.160X134 additional libraries.)			
25 Other services.....	108,000	116,000	8,000
For increased cost of cleaning work areas and maintaining restrooms.....			
26 Supplies and materials.....	371,870	377,741	5,871
Cost of the mailing supplies needed for mailing Government Printing Office printed copies to an additional 134 designated libraries.....		2,600	
Cost of the mailing supplies needed for mailing the non-Government Printing Office material of Census Bureau and Department of the Interior to all depository libraries requesting same.....		3,271	
Total.....		5,871	
31 Equipment.....	64,100	64,100	None
Contingency fund.....	200,000	200,000	None

INCOME AND EXPENSE STATEMENT, SUPERINTENDENT OF DOCUMENTS

Sale of publications

	1962 actual	1963 actual	1964 estimated	1965 estimated
Income:				
Sales-----	\$10,901,646	\$11,297,784	\$11,700,000	\$12,100,000
Deduct:				
Cost of publications purchased for resale-----	4,155,780	4,549,389	4,606,000	4,773,000
Cost of postage for sales copies mailed-----	702,570	797,546	810,000	838,000
Reserve for unsalable publications-----	357,503	378,393	390,000	400,000
Total -----	5,215,853	5,725,328	5,806,000	6,011,000
Gross earnings -----	5,685,793	5,572,456	5,894,000	6,089,000
Other income:				
Gift publications—these are surplus copies furnished by other Government departments and agencies which must be recorded separately and not included in the value of publications purchased-----	48,805	91,638	50,000	52,000
Unclaimed balances of prepaid deposit accounts remaining after a period of 10 years-----	4,448	32,436	20,000	21,000
Transfer of coupons—unredeemed public document coupons sold for the purchase of Government publications-----	31,055	35,261	36,000	38,000
Adjusted gross earnings ¹ -----	5,770,101	5,731,791	6,000,000	6,200,000
Expenditure from appropriated funds:				
Salaries-----	2,029,312	1,998,608	2,289,844	2,343,958
Mailing supplies-----	123,856	110,410	115,889	116,809
Office supplies-----	31,120	33,065	31,951	31,951
Price lists and circulars-----	311,188	349,322	345,000	345,000
Communications-----	44,730	51,147	47,030	47,030
Heat, light, and power-----	12,601	12,353	12,924	12,924
Delivery services-----	2,037	1,582	2,300	2,300
Repairs and alterations-----	33,232	34,758	33,028	33,028
Sanitation-----	44,150	51,373	44,516	50,260
Insurance, retirement contributions, and health benefits-----	113,744	116,913	136,865	140,438
Equipment-----	44,464	20,939	42,362	53,132
Total expenditures ² -----	2,790,434	2,780,470	3,101,709	3,176,830
Net earnings -----	2,979,667	2,951,321	2,898,291	3,023,170

¹ This amount is turned into the U.S. Treasury as miscellaneous receipts.

² This is the amount of the annual appropriation required to operate the sales program.

Summary of workload

[In thousands]

	1966 actual	1967 actual	1968 actual	1969 actual	1960 actual	1961 actual	1962 actual	1963 actual	1964 estimate	1965 estimate
Number of sales orders.....	2,346	2,458	2,500	2,689	2,979	3,133	3,445	3,389	3,500	3,600
Letters of inquiry.....	1,719	1,243	1,361	1,501	1,669	1,719	1,837	1,573	1,600	1,650
Amount of sales.....	\$5,730	\$6,345	\$6,515	\$6,886	\$8,513	\$9,360	\$10,802	\$11,298	\$11,700	\$12,100
Number of publications sold.....	52,152	49,687	46,858	49,554	51,406	53,335	54,762	53,077	54,600	56,200
Publications distributed for other Government agencies.....	63,337	62,420	62,420	63,812	94,912	78,674	86,539	90,981	93,000	95,000
Number of publications distributed to depository libraries.....	3,792	4,720	4,355	5,228	5,371	5,032	5,312	5,817	6,400	8,750
Number of publications cataloged and indexed.....	27	37	46	47	48	53	56	56	59	62

Appropriations and earnings

[In thousands of dollars]

	1966 actual	1967 actual	1968 actual	1969 actual	1960 actual	1961 actual	1962 actual	1963 actual	1964 estimate	1965 estimate
Appropriations.....	2,937	2,990	3,175	3,463	3,520	4,044	4,724	4,760	4,524	5,562
Earnings (miscellaneous receipts to Treasury).....	2,582	3,298	3,142	3,351	4,110	5,085	5,770	5,732	6,000	6,200

1 Actual.

APPENDIX

PROPOSED DISTRIBUTION OF NON-GPO MATERIAL TO DEPOSITORY LIBRARIES

PUBLICATIONS INVOLVED

With particular reference to the function under which we must distribute Government publications to designated depository libraries, Congress enacted on August 9, 1962, the Depository Library Act of 1962 (Public Law 87-579). This law provided for the number of depositories to be approximately doubled (there are now 749 depositories as compared with 594 at the time the law was enacted), and for our appropriation thereafter to assume the postage cost of the mailings to the depositories which they had borne prior to that time. It also imposed on the Office of the Superintendent of Documents for the first time, responsibility for distributing to the depositories, in addition to publications printed by the Government Printing Office, nonclassified publications of informational or educational value which are produced by Government departments and agencies outside the Government Printing Office, in departmental and field plants, and to be provided by them to the Superintendent of Documents for the purpose. In disallowing, last year, the additional funds requested for the cost to our Office of providing the distribution of these non-GPO publications, this committee directed the Superintendent of Documents "to continue his exploratory relationships with the agencies so that he can be in a better position to size up the problem and definitize a budget for it."

Our explorations with the agencies have verified the tremendous scope of this undertaking and the only practical means we have found whereby a budget can be definitized for the implementation of the distribution of non-GPO publications, is to make an individual approach to the task on an agency-by-agency or bureau-by-bureau basis, as resources can be made available for the purpose. On that basis, the initial program now contemplated would involve only those publications of a public informational nature which are issued and will be provided by the Department of the Interior and the Census Bureau of the Department of Commerce. Each of these agencies has submitted lists of publications to this Office. We have reviewed them carefully and the publications listed would appear to come within the purview of Public Law 87-579 (the Depository Library Act of 1962) as being of public informational value and of interest to certain depository libraries. This is substantiated by the fact that the publications listed are, in general, currently being made available to the public on a limited-distribution basis by the individual agencies. Also, much of this material has a direct relation in subject content to that which is being produced by the Government Printing Office for these same agencies. Details as to estimated number of publications and related costs, including methods of computation follow:

ESTIMATED TOTAL NUMBER OF COPIES INVOLVED IN THE DISTRIBUTION OF NON-GPO PRINTED MATERIAL ISSUED BY THE DEPARTMENT OF THE INTERIOR AND BUREAU OF THE CENSUS, COMMERCE DEPARTMENT

(1) *Department of the Interior publications.*—After reviewing the Department of the Interior publications which are printed at the Government Printing Office and which are similar in content to the non-GPO material being considered, we find that, of the 631 depository libraries on the rolls at the end of the last fiscal year (1963), 311 of these, or 49 percent, selected this type of material. Projecting this figure to the 838 libraries that we estimated at the end of the last fiscal year would be on the rolls in fiscal 1965, indicates that 49 percent of this figure, or 413, would most likely select the Interior Department publications not printed at the Government Printing Office.

The list of publications supplied by the Department of the Interior indicated that approximately 2,128 publications per year would be available for selection and distribution to depository libraries by this Office.

Computation

Number of publications to be distributed.....	2,128
Estimated number of libraries that would select the material.....	×413
Copies to be distributed in 1 year.....	878,864

(2) *Census Bureau, Department of Commerce, publications.*—After reviewing the Census Bureau, Department of Commerce, publications which are printed at the Government Printing Office and which are similar in content to the non-GPO material being considered, we find that, of the 631 depository libraries on the rolls at the end of the last fiscal year (1963), 397 of these, or approximately 63 percent, selected this type of material. Projecting this figure to the 838 libraries that we estimated at the end of the last fiscal year would be on the rolls in fiscal 1965, indicates that 63 percent of this figure, or 527, would most likely select the Census Bureau, Department of Commerce, publications not printed at the Government Printing Office.

The list of publications supplied by the Census Bureau indicated that approximately 1,655 publications per year would be available for selection and distribution to depository libraries by this Office.

Computation

Number of publications to be distributed_____	1, 655
Estimated number of libraries that would select the material_____	× 527
	<hr/>
Copies to be distributed in 1 year_____	872, 185

The two above requirements would require that a total of 1,751,049 copies of non-GPO material be processed by this Office in fiscal 1965.

COSTS

Labor.—The man-hours per copy required to distribute the regular depository material printed at the Government Printing Office during fiscal year 1963 amounted to 0.0079.

By applying this figure to the total estimated number of copies of non-GPO material, our projection and computation is as follows:

Estimated number of copies of Interior Department and Bureau of Census publications per year_____	1, 751, 049
	× 0. 0079
	<hr/>
Man-hours required_____	13, 833

NOTE.—13,833 divided by 2,080 man-hours per year equals 6.65 man-years.

This would indicate a requirement of approximately 7 man-years to distribute the estimated volume of non-GPO material.

Using this application, which is probably conservative, we feel that we can process this additional distribution volume with seven additional positions at the skilled laborer rate of \$2.07 per hour.

In addition, the distribution of non-GPO material will require additional work operations that do not now exist in the depository library distribution program. These operations would require frequent contacts with the Government agencies involved about many details and problems that will be inherent in any program involving the acquisition and distribution of non-GPO printed material. The preparation of special annotated listings of publications and the preparation and answering of an increased volume of correspondence are other requirements of the administration of this expanded program.

To perform these difficult operations, which will require competent personnel, we estimate that one GS-8 library technician, one GS-4 correspondence clerk, and one GS-3 clerk-typist will be needed.

This would result in total personnel requirements as follows:

1 GS-8_____	\$6, 390
1 GS-4_____	4, 215
1 GS-3_____	3, 880
7 skilled laborers, at \$2.07_____	30, 139
	<hr/>
Total_____	44, 624

Postage.—Postage costs per copy for non-GPO material, \$0.0052. The cost figure of \$0.0052 per copy is based on the actual postage costs per copy now being paid for mailing material printed at the Government Printing Office, which amount to double this amount per copy. We are using the figure of \$0.0052, however, as we estimate that the non-GPO material will consist primarily of

lighter publications and will weigh about half that of the GPO material. This figure, multiplied by the estimated total number of copies to be mailed in fiscal 1965, 1,751,049, equals a total cost of \$9,105 required for postage for the non-GPO material.

Mailing supplies.—Mailing supply costs in fiscal 1963 amounted to \$0.0019 per copy. Projecting this figure to the estimated 1,751,049 copies of non-GPO material, results in a figure of \$3,271 as the cost of mailing supplies required for fiscal year 1965, in this operation.

Total cost of personnel, postage, and mailing supplies for distributing to depositories the non-GPO publications of the Interior Department and Census Bureau for fiscal year 1965, \$57,000. (See p. 4 of statement supporting 1965 estimate for "Salaries and expenses, Office of Superintendent of Documents.")

STATEMENT OF SUPERINTENDENT OF DOCUMENTS

Senator MONRONEY. You may proceed to justify your request.

Mr. BUCKLEY. Thank you, Mr. Chairman, for the opportunity to present our estimate of the amount needed in fiscal year 1965 to perform the functions required by law, of the Office of the Superintendent of Documents.

1965 ESTIMATE

Our requested 1965 appropriation is \$5,562,000, an increase of \$320,000 over 1964. Of this additional amount, \$263,000 is to cover costs of the already established programs of selling U.S. Government publications, issuance of publications catalogs and indexes, distribution of copies of publications printed by the Government Printing Office to designated depository libraries, and the distribution of certain publications for other Government agencies and Members of Congress.

The remaining \$57,000 requested would enable us to make a start on a new feature of the enlarged depository program authorized by Public Law 87-579. After explorations with, and through the cooperation of, the Department of the Interior and Bureau of the Census, we have arranged to secure in fiscal year 1965 from those two agencies certain publications which they are producing outside the Government Printing Office, for distribution to the depository libraries interested in receiving them. This experiment with the publications of two components of the Government, should provide results that can be evaluated against the cost and other factors involved in the tremendous scope of the undertaking provided for by the depository law.

REVENUE FROM SALE OF DOCUMENTS

In our function of selling Government publications to the public, our only revenue-producing operation, this sale reached \$11,297,784 in 1963, with earnings of \$5,731,791 for return to the U.S. Treasury. Sales for the current year are about 12 percent ahead of last year, and we estimate that by 1965, we must be prepared to operate a \$12,100,000 sales operation from which earnings would be \$6,200,000.

Senator MONRONEY. Would you yield right there?

COST OF PRODUCING DOCUMENTS SOLD

How do you figure the cost of the gross sales of \$12,100,000? Is this the cost of the personnel? I believe we were told this is charged directly against the Government appropriation. Now, do you pay the Library for the slice that you get as well?

Mr. BUCKLEY. We pay the Public Printer, the Government Printing Office, for the producing of all copies required for the sales program and, of course, all of the copies required for the distribution to depository libraries.

Senator MONRONEY. In other words, you are a buyer of approximately what would amount to \$5,900,000 in printed material?

Mr. BUCKLEY. That is correct.

Senator MONRONEY. Reports, documents, and so on?

Mr. BUCKLEY. Yes.

Senator MONRONEY. And to that you add the \$5 million-plus of your own overhead for the answering of these inquiries, the purchase of these documents and the mailing of them, which comes out of your direct appropriation?

Mr. BUCKLEY. Yes. In addition to the cost of the sales publications, we also have the costs of distribution, including personnel, supplies, equipment, and so forth.

Senator MONRONEY. Yes; I see.

You may proceed.

THE 1965 SALES OPERATION PLAN

Mr. BUCKLEY. We are preparing in 1965 to operate a \$12,100,000 sales operation from which the earnings would be \$6,200,000. Should this materialize, as there is every reason to anticipate, the earnings realized from the sales operation would, again in 1965, exceed the amount of the total appropriation of \$5,562,000 that we are requesting.

We shall continue to make every effort to provide the Congress and the public with the best possible service, as economically as we can.

I appreciate your help to us in the past and the privilege of appearing here today.

ENLARGED DEPOSITORY PROGRAM

Senator MONRONEY. Now, this \$57,000 of the increase that you request, that is \$320,000 over 1964, will be to start the new future of the enlarged depository program?

Mr. BUCKLEY. Yes, sir.

Senator MONRONEY. You testified that this is expected to distribute on a trial basis certain documents printed outside of the Government Printing Office by the Department of the Interior and the Bureau of the Census; correct?

Mr. BUCKLEY. Yes.

Senator MONRONEY. All of the items that will be served in this new program of which this is a pilot start would be those that would be printed outside of the Government?

Mr. BUCKLEY. That is correct, sir.

FUNDS FOR DEPOSITORY LIBRARIES

Senator MONRONEY. The present depository libraries have a right to receive their regular deposits without cost from the Federal Government?

Mr. BUCKLEY. The publications printed by the Government Printing Office; yes.

Senator MONRONEY. Where do the funds for that come from?

Mr. BUCKLEY. They are included in our appropriation.

Senator MONRONEY. That is included in your appropriation?

Mr. BUCKLEY. Yes.

Senator MONRONEY. Then the balanced budget you charge to Congress and to others does include a figure of considerable amount for servicing of these Government depositories?

Mr. BUCKLEY. That is right, sir.

Senator MONRONEY. Do you have the present figure of what that cost is?

Mr. BUCKLEY. Yes, sir.

Senator MONRONEY. That is not shown in the breakdown?

Mr. BUCKLEY. The cost for the current year, Senator, of the depository library program is \$832,000.

Senator MONRONEY. What fund does that come out of?

Mr. BUCKLEY. From the appropriation for the Office of Superintendent of Documents.

Senator MONRONEY. I see. It is included in that \$5,242,000?

Mr. BUCKLEY. Yes, sir.

PERSONNEL CHARGES

Senator MONRONEY. Since these are distributed free, there is no charge made for the documents themselves, and no charge made against the personnel of the Office for the mailing out to the Government depositories?

Mr. BUCKLEY. Well, in the personnel that we request, Senator, for the Office of the Superintendent of Documents, there is included the personnel that would be used in this program; yes, sir.

Senator MONRONEY. That would be part of the 503 in the Documents Department and 406 in the temporary?

Mr. BUCKLEY. That is right.

Senator MONRONEY. I see. But there is no charge passed on?

Mr. BUCKLEY. No.

Senator MONRONEY. Do you recover more than that charge by the sale outside of the depository?

Mr. BUCKLEY. All of that program is financed by the appropriation of the Office of the Superintendent of Documents, and it is entirely separate from the sales program. Even though they are not directly related, the amount returned from the sales program exceeds the entire amount of the appropriation for sales and for the other functions as well.

Senator MONRONEY. In other words, you make enough from the sales as that is returned to the Treasury in order to finance the entire operation, including the purchase of the documents and the personnel?

Mr. BUCKLEY. All costs of distribution; yes, sir.

NUMBER OF DEPOSITORY LIBRARIES

Senator MONRONEY. Yes.

As I recall, you had about 600 new depository libraries about this time last year. How many do you have at the present time?

Mr. BUCKLEY. We have 769 as of today, Senator.

Senator MONRONEY. 769 new depositories?

Mr. BUCKLEY. A total of 769.

Senator MONRONEY. That is the result of the law the Congress passed 2 or 3 years ago?

Mr. BUCKLEY. They are not all new. That is the total number compared with the 604 we had last year.

Senator MONRONEY. What do you estimate as the number for the year 1965?

Mr. BUCKLEY. We are figuring on 838, but we feel that perhaps that estimate will be conservative.

Senator MONRONEY. I see. These are going up at the rate of more than 100 a year?

Mr. BUCKLEY. That is right. We estimated 100 a year at the time the law was passed, and that has been close, but it has been running a little more than that.

Senator MONRONEY. But even with this acceleration in the present depository libraries, you are still able on an amount returned to the Treasury and income from purchases by others to break even on the Superintendent of Documents?

Mr. BUCKLEY. Happily, so far, Senator; yes, sir.

EFFECT OF ACCELERATION OF NUMBER OF DEPOSITORIES

Senator MONRONEY. How much longer would you estimate you could continue to break even if we continue to accelerate the number of depositories?

Mr. BUCKLEY. Well, the volume of sales would be the determining factor. The demand has been increased steadily, as we know, and we are hoping that it can continue. It would be hard to say. It would depend on the rate of acceleration of the two programs.

Senator MONRONEY. How many of the new depository libraries are authorized under the act?

Mr. BUCKLEY. The number varies between 1,328 and 1,340 as a total maximum number under the present legislation. There are 769 as of today.

Senator MONRONEY. Yes.

CONTINGENCY FUND

The \$200,000 contingency fund that Congress gave you several years ago, can you advise the committee how this is working?

Mr. BUCKLEY. It has worked very well, Senator. It is one of the features that we are very happy with. We had to use it entirely, the first year that we had it. The second year we did not have to use any of it. We have not asked for the use of any so far this year but we feel that we may have to ask for a portion of it. It has helped a great deal in avoiding the necessity of our coming over frequently for amended budgets, as was the case before we had it.

NUMBER OF PUBLICATIONS NEEDED

Senator MONRONEY. I notice you contemplate distributing 878,864 Department of the Interior publications and 872,185 Census Bureau publications under this new future program for which you are requesting \$57,000.

How can we be sure that these libraries will want all of these publications?

Mr. BUCKLEY. We shall survey them to find out exactly which libraries would be interested in receiving these specific publications. We arrived at our estimate, Senator, on the basis of the number of libraries that are now receiving Bureau of the Census and Department of the Interior material printed by the Government Printing Office, roughly similar to what we would distribute under the new program.

Senator MONRONEY. What do you do? Send samples out and say, "How many of these do you want?"

Mr. BUCKLEY. Yes.

Senator MONRONEY. You don't send out the whole quota of what you estimate they would need?

Mr. BUCKLEY. We try to get one copy to send of the first issue of a series or general category, and on that basis they make the determination of whether the particular library would be interested in receiving it as issued.

CHECK ON NEED FOR PUBLICATIONS

Senator MONRONEY. One of the reasons we held back before was the fear that you would send out dozens of these publications to these depository libraries that would perhaps not have any real need for them. We were fearful we would open up a whole floodgate of offset or multilith and many other types of printing that might be done in just dozens or even hundreds of Government departments that could find their way into these depository channels.

Mr. BUCKLEY. We are working closely with the officials of the two agencies, and this material that would be brought into the program is material that rather generally is going to the libraries now.

Senator MONRONEY. The type you mean?

Mr. BUCKLEY. Yes.

Senator MONRONEY. The types of material that they want?

Mr. BUCKLEY. Yes.

PUBLICATIONS INVOLVED

Senator MONRONEY. But, as you broaden this program, this will not mean that you will be limited in the amount sent out to the two publications. This would probably involve how many publications from the Bureau of the Census and the Department of the Interior?

Mr. BUCKLEY. It would be from the Department of the Interior about 2,100 different publications comprising 878,000 copies; and for the Bureau of the Census, it would be roughly 1,600 different publications with a total of approximately 872,000 copies.

Senator MONRONEY. These would be on the sampling basis, I would presume, and then they could reorder if they wanted them?

Mr. BUCKLEY. They will all have an opportunity to get a sample copy and a description first. On that basis, they can make their wishes known and they may amend those selections at any time.

Senator MONRONEY. And these will be sent free to them?

Mr. BUCKLEY. That is right, sir.

Senator MONRONEY. Now, how many copies are they entitled to receive free?

Mr. BUCKLEY. One copy for each library.

Senator MONRONEY. One copy for each library?

Mr. BUCKLEY. That is right, sir.

RELATION OF SALES PROGRAM TO DEPOSITORIES

Senator MONRONEY. The sales, then, emanate from selecting what individual buyers want from these depositories?

Mr. BUCKLEY. Well, we feel that there is a certain amount of tie-in, but unless some patron of the library sees the publication there, assuming it is a sales publication, and on that basis would wish to purchase a copy for his own use, there would not be any relation between the sales program and the depository. The depository program is primarily a program for making these collections of Government documents available throughout the different States for the use of the public for consultation.

Senator MONRONEY. These are mostly in libraries?

Mr. BUCKLEY. Yes.

Senator MONRONEY. College libraries in which we pay no cost whatever for the servicing?

FEDERAL FUNDING OF DEPOSITORY PROGRAM

Mr. BUCKLEY. That is right. The Government defrays the entire cost of the depository program as far as the distribution of the publications, the providing of the publications, and the postage. Of course, the costs of maintaining the collections and the servicing of the collections for the use of the public are borne by each individual library.

METHOD OF ASCERTAINING LIBRARIES' INTERESTS

Senator MONRONEY. Now, do you have a system other than just mailing out sample copies wherein these depository libraries indicate their interest in these publications or a lack of interest in them?

Mr. BUCKLEY. We have them broken down into series and categories which enables them to determine what type of publication it is, approximately, how frequently it would be issued, and that is the basis on which they make their selections.

The other feature that is flexible is the permission under the law that they may amend their selections at any time. So, if they turn down the first chance and later find that something they need is coming into a particular series, they may ask to have that and we will put them on the list and amend our selections at that time.

Senator MONRONEY. I see.

INTERIOR AND CENSUS PUBLICATIONS PRINTED OUTSIDE GPO

Please give us some information as to just what these publications are from the Interior and the Census that are not printed in GPO plants. Who will pay for the printing of these publications from the Interior Department and the Census Bureau?

Mr. BUCKLEY. They will be paid for, Senator, by the Interior Department and the Census Bureau. They would pay the costs of producing the publications and sending them to the offices of the Superintendent of Documents.

We would pay the cost of distribution to the libraries, including the postage. There would be included a variety of publications. There would be publications series of both departments that the officials of those departments have determined would be of most potential value

to the depository libraries because they had have in the past from the Interior Department and Census Bureau a rather substantial library distribution.

HANDLING ORDERS FROM SAMPLE COPIES

Senator MONRONEY. So you are starting in on two that are rather sure to be ordered?

Mr. BUCKLEY. Yes.

Senator MONRONEY. Then they will be applied on reorders?

Mr. BUCKLEY. Yes. Selections will be based on the sample copy initially distributed.

Senator MONRONEY. Then, supposing individuals becoming familiar with this series of these Census publications wish to order them. They will write in to you as the Superintendent of Documents?

Mr. BUCKLEY. You are correct that they would probably write to us, but the publications will not be for sale to the public by the Superintendent of Documents. Distribution other than the library distribution would still be in the hands of the Interior Department and the Census Bureau. If we get the letters, we would turn them over to those two agencies.

Senator MONRONEY. Would it be easier for you to have a short stockpile within the Superintendent of Documents' Office so we could order them in one place?

Mr. BUCKLEY. We anticipate very little public demand, Senator, for the material. We feel that the main use of these series will be by the libraries.

Senator MONRONEY. And people will go to these libraries?

Mr. BUCKLEY. Yes.

DEPOSITORY LIBRARIES PER STATE

Senator MONRONEY. Roughly, how many depository libraries do you have per State?

Mr. BUCKLEY. There can be two in each congressional district and four for the State at large, and then you have land-grant colleges and State libraries. I don't believe we have ever figured an average for each State, Senator.

Senator MONRONEY. Maximum 1,340?

Mr. BUCKLEY. Yes.

Senator MONRONEY. Of which we now have 769?

Mr. BUCKLEY. Yes.

Senator MONRONEY. I see.

PAYMENT BY CENSUS BUREAU AND INTERIOR DEPARTMENT

Now, the Census Bureau and the Interior Department in this experiment will pay not only for the mailing out of these publications as they may be later reordered, but also will pay for the printing cost?

Mr. BUCKLEY. They will pay the full printing cost and the cost of sending them to us from the point of printing. We will pay for the cost of mailing them to the libraries and amending the selections as may be necessary.

Senator MONRONEY. I see.

ORDERING AND MAILING

They order, then, through Interior but you finally get the order to mail them out?

Mr. BUCKLEY. The libraries would order through us, Senator. In other words, the depository system will be operated by us, but in case an individual should want a copy he would order directly from Interior and Census.

Senator MONRONEY. But you would mail that out.

Mr. BUCKLEY. No; they would mail the copies to the public.

Senator MONRONEY. You separate your supply to the depository libraries?

Mr. BUCKLEY. Yes.

Senator MONRONEY. And the other orders would come in and they would be charged if a charge is made for them?

Mr. BUCKLEY. Yes.

Senator MONRONEY. Most of these publications do have a charge?

Mr. BUCKLEY. I would think not.

Senator MONRONEY. You would think not?

Mr. BUCKLEY. No, sir.

Senator MONRONEY. Senator Proxmire.

ACTUAL INCOME AND GROSS EARNINGS

Senator PROXMIRE. In your supporting statement, on page 8, behind your general statement, you document your statement of the sales and the earnings by indicating that your actual income from sales in 1963 was \$11,297,000. Your gross earnings were \$5,572,000. Is that right?

Mr. BUCKLEY. Yes.

Senator PROXMIRE. Now, that seems like a very high margin of profit. I presume that when you say "deduct costs of publications purchased for resale" you are including the cost of the Printing Office, too, not simply the cost which you have to buy from the outside; is that correct?

Mr. ADDISON. These are actually copies we buy from the Public Printer and the Public Printer includes all overhead costs.

Senator PROXMIRE. Then you are making a profit; about 50 percent of your sales are profits?

Mr. BUCKLEY. Yes, sir. That is what the law provides, that we should have a markup of 50 percent.

DISTRIBUTION OF MATERIAL SOLD

Senator PROXMIRE. Now, what percentage of your sales is to Government agencies and what percentage is to the general public?

Mr. BUCKLEY. I don't believe we have a figure but there would be a very small percentage to Government agencies.

Senator PROXMIRE. You just talked about the Interior Department and the Bureau of the Census.

Mr. BUCKLEY. Yes, sir; but this is an entirely different program, Senator. This is the program we were talking about for distributing publications to designated depository libraries which is not a sales program; it is a program whereby these publications are distributed

free of charge to 769 libraries. Apart from that and unconnected with it, we have the operation whereby we serve as the Government Bookstore in which we sell to the public. In that operation there would also be some sale to Government agencies. If an agency needed a few copies over and above those that it was furnished for its official use, it would buy them from the Superintendent of Documents. Yet, I would think maybe 95 percent or more of the sales would be from the public.

DROP IN 1963 GROSS EARNINGS

Senator PROXMIRE. Now, in view of the legal requirement of markup, I notice there is a sharp discrepancy between your gross earnings on your 1962 experience. Your sales there were \$10,901,000. Your gross earnings were \$5,600,000. In 1963, your gross sales increased substantially, but your earnings dropped.

Mr. ADDISON. That was due to the increased cost of postage, Senator.

Senator PROXMIRE. That is not taken into account by the law?

Mr. ADDISON. We are permitted to change the price of our publications but we want to keep them as low as we can. We try to avoid constant changing of our pricing schedule which would make it very difficult, because we would have some of the same publications at one price and some at another. As necessary, however, we can increase the prices of our publications.

Senator PROXMIRE. I see.

Could you try to make a calculation so that your price will reflect your cost and give you a 50-percent markup?

Mr. ADDISON. Yes.

Mr. BUCKLEY. We try to set it so it will not have to fluctuate.

Senator PROXMIRE. That is only a small percentage?

Mr. BUCKLEY. Yes.

Senator PROXMIRE. Thank you, Mr. Chairman.

Senator MONRONEY. Thank you, sir.

STATEMENT FROM AMERICAN LIBRARY ASSOCIATION

I would like the indulgence of the committee to call on Mr. Edmon Low who not only is librarian of Oklahoma State University but also represents the American Library Association. The association has been vitally interested in this matter, and I would like to have him come forward.

Mr. Low, would you give us the advantage of your statement at this time?

OKLAHOMA STATE UNIVERSITY

STATEMENT OF EDMON LOW, LIBRARIAN

APPROPRIATION FOR DEPOSITORY LIBRARY PROGRAM

Mr. Low. Chairman Monroney and members of the committee, my name is Edmon Low and I am librarian of Oklahoma State University.

It is a pleasure to appear before this committee today to represent not only my own university library, but also the whole of the American Library Association in support of a requested appropriation for the Superintendent of Documents for the operation of the depository

library program and especially for the added amount to enable him to secure and distribute to depository libraries publications not now printed by the Government Printing Office, in accordance with the authorization contained in Public Law 87-579—the Depository Library Act of 1962.

PURPOSE OF DEPOSITORY ACT

The original depository act had as its purpose the preservation in many libraries of Government documents which could then be made available for use by interested people everywhere. During the more than half century since its enactment, millions of publications have been thus distributed and have been of great assistance to people in all walks of life throughout the country.

I am sure I do not need to belabor the general importance of Government publications to the members of this committee, for you are all Members of the Congress which, itself, publishes so much of value to us all.

USE OF PUBLICATIONS

For example, your hearings, as exemplified by this one I selected at random from our shelves of the Senate Subcommittee on Antitrust and Monopoly which has been used over and over again in our library, constitute a mine of valuable information unobtainable elsewhere and are used constantly.

I also have here two committee prints, one by the Joint Economic Committee on the European Economic Community and one by the Committee on Foreign Affairs on International Lending Agencies as examples of ones so important that we at Oklahoma State have to have multiple copies and keep them on the reserve shelves to meet the demand. You see, we have to have them bound so they will survive.

Another by the Joint Economic Committee, Annual Economic Indicators for the U.S.S.R., is a prime example of important information very hard to come by in any other way. These and hundreds of other publications of Congress leave us continually indebted to you gentlemen and your staffs for the preparation of materials which are exceedingly useful in many areas far beyond the confines of the Halls of Congress.

In the field of the physical sciences, the publication of the National Aeronautics and Space Administration come immediately to mind. These again have a wealth of information, mostly unclassified, that is usable constantly in research. In fact, it is probably in the field of the natural sciences where documents today have almost universal use in libraries, from the small public library to the great research institution.

IMPORTANCE OF PUBLICATIONS TO PUBLIC

It is true that commercial organizations carry on vast research programs but they are not obliged to give the results of their investigations to the world. On the other hand, governmental bureaus, laboratories, and experiment stations investigate problems for the benefit of the people as a whole, thereby giving even the smallest operator the benefits of value research, and therein lies much of the importance of documents.

For instance, a small manufacturer of electrical lighting equipment in Oklahoma City came to us at Oklahoma State for help. He had developed an underwater flashlight but he and his partner did not know whether or not it was safe to use and consequently did not know whether to go forward with manufacturing plans. He had been advised that the National Bureau of Standards had done a study, "Gassing of Dry Cells," for the Navy Bureau of Ships, and we did have same. We did not—it was not a depository item and we had not acquired it—but we were able to get a copy on interlibrary loan and, with the assistance of our chemistry department in interpreting it, he was able to determine that his flashlight was indeed safe to use.

The above are all examples of the importance of Government publications about which we are talking today. In my own institution, with some 12,000 enrollment and a library of around three-quarters of a million volumes, we have one of the most complete documents collections in the Southwest and give service not only throughout our State but to adjacent States as well on special items.

DOCUMENT DEPARTMENT IN LIBRARY

The department in the library devoted to this collection has an annual budget of university money in excess of \$60,000; employs seven full-time people, three of whom are professionally trained librarians, to acquire, arrange, and service these documents, and is one of the busiest departments in the library. In fact, documents and periodicals, because they contain the latest and sometimes the only reports of research activity and achievement, have become more important in many instances than books to research in the natural and social sciences.

As Government research has grown, it has become more widespread and decentralized and is now being carried on in every State and in many foreign countries. This, among other things, is causing an increasing amount of documents, which represent the results of this research, to be published outside of the Government Printing Office and hence not available on the depository arrangement.

NEED FOR MORE DOCUMENTS

In fact, to refer again to my own library, the depository privilege is bringing less than one-half of the documents we now receive and the percentage is constantly decreasing.

The situation is making it very difficult and expensive for libraries which attempt any completeness in holdings in this field. There is not even a complete listing at present of documents published—the Government itself does not actually know what it is publishing; therefore, a library such as ours often cannot find out about publications which would be very useful indeed.

For example, one of our professors has just come to us for several of the Hydrologic Investigations Atlases published by the U.S. Geological Survey. In spite of our efforts at completeness, we find we do not have these but they will be coming to us automatically if the program we are now considering is approved. For these needed now, we are trying to secure, but so often publications such as these go out of print quickly and we do not know how successful we will be.

COMMITTEE PRINTS REQUESTED INDIVIDUALLY

The committee prints which I mentioned above, useful though they are, also do not come on the depository privilege but must be requested individually. Others we not only have to search for but have to buy outright. We are now using the full time of one highly trained professional person and expending several thousand dollars of State money annually in just this kind of searching and ordering to try to keep our files complete and this kind of search is being duplicated in the libraries of Kansas and Minnesota and California and at most other research libraries throughout the United States.

FEDERAL RESPONSIBILITY FOR AVAILABILITY OF DOCUMENTS

I have here a photostatic copy of an interlibrary loan request which just came to my desk from the University of Kansas for the series of climatological data for New York State from 1955 to 1963 with an appended note, "We are having an extremely difficult time trying to borrow these and will certainly appreciate borrowing same if you have them." We did happen to have these—our searching in this instance paid off, but they did not come through the depository program. In other cases, Kansas may well have acquired items which we missed; hence, the continued search back and forth just described.

We believe the Government has a responsibility in this connection not only to finance research but also to make freely available through distribution of its publications the results of such research, which publication and distribution can be achieved for only a fraction of a percent of the original cost of the research. There is a great need to list and collect and distribute these publications in an orderly, effective, and economic way. This was the purpose of the provision in the Public Documents Act of 1962.

DETERMINATION OF PROBLEMS

This is not an easy problem and there are several points on which we need more information. It therefore seems desirable that we start on a limited basis to determine more accurately what the problems are. The Department of the Interior and the Bureau of the Census have been selected for this purpose and an amount of \$57,000 is requested for this work. We think that from this experience, which we—I mean Mr. Harrison and Mr. Buckley and the librarians who are interested in this program and work with it—we think from their experience we can determine what difficulties are involved and the usefulness of these extra publications to the general depository library.

HOUSE APPROVAL OF REQUEST FOR TRIAL PROGRAM

The House has already approved this request and we are asking that this committee concur in their action. If the committee feels it can do this, I assure you that the Advisory Committee of Librarians to the Public Printer and librarians generally throughout the country will make every effort to assist the Public Printer and the Superintendent of Documents to secure cooperation, evaluate series for inclusion or exclusion, and judge the ultimate worth of the activity.

This committee, and indeed the whole Congress, has been most sympathetic in recent years to the needs of libraries, and librarians everywhere are most appreciative of this interest. You have approved each year the appropriations which have made possible the depository program and the many benefits to the people of this country that have accrued from it. Also, I wish to say that Mr. Harrison and Mr. Buckley have done a wonderful job in distributing these publications. They have done it accurately and quickly and we think have done their part of the program in very exemplary fashion.

It is to enable us all to do a still better job that we are urging you to approve the request for this appropriation at this time.

Thank you, gentlemen, for the privilege of appearing before you today.

Senator MONRONEY. Thank you, Mr. Low, for your statement.

TRIAL PROGRAM

A trial is proposed here, substituting for the general program which we had before us last year. Do you feel this would be a satisfactory beginning to test what could be supplied by Government from those sources other than the Government Printing Office?

Mr. Low. Yes, sir; we think that it will. These are typical departments and I see no reason why we could not determine more accurately what our problems will be. One of them is that we do not actually know how many libraries will select these publications; and we want to see how responsible libraries will be.

I was speaking to a group of librarians at the Texas Library Association at Abilene last week. In talking to them about this they said, "We are going to be responsible on this selection. We are not going to ask for things that we do not really need for use in our libraries that our people use."

I think we will find this true everywhere and we are going to talk with our librarians about it at every opportunity possible. This is one of the parts of the program that we librarians feel we can be helpful in trying it out.

PROCEDURES USED BY DEPOSITORY LIBRARIES

Senator MONRONEY. Now tell us just what the process will be among these 769 depositories that we have. Will they receive samples of these publications from outside of Government at this time limited to the Interior and the Census?

Mr. Low. Mr. Buckley will send us a copy of the publication and a card on which, after examining the publication, the individual librarian decides whether he wants this publication.

For instance, the Department of Interior has records of fish landings in various places such as, say, California or Maine or Louisiana, which would not be of much benefit to us in Oklahoma, and we would not ask for those, while a Louisiana library might well ask for them. But if there was a series on pollution of rivers and the effect on fish which would be of very much interest to our State, we would ask for that series.

Senator MONRONEY. From the results of this one sample publication that you would receive?

Mr. Low. Yes.

Senator MONRONEY. And unless you ordered that publication, then you would not receive it?

Mr. Low. No, sir.

Senator MONRONEY. How many copies would you normally order?

Mr. Low. Well, you have opportunity to ask for only one.

Senator MONRONEY. You still have your sample that you have received.

Mr. Low. But that is just one.

Senator MONRONEY. Yes.

Mr. Low. Suppose it comes out once a month and there would be 12 issues during a year. He would supply you with one issue as that issue of a periodical. Then after that, you would receive only one.

Senator MONRONEY. And all the other depositories would be given only one in the regular course of distribution.

Mr. Low. Yes; if they requested it. If they didn't request it, they would not receive any.

Senator MONRONEY. Yes.

Then, anything that is not a serial publication, they would receive the sample of one and would keep and would not necessarily have to reorder unless they wanted more for their depository?

Mr. Low. I ask Mr. Buckley to speak on that. It does not work quite that way.

SERIAL PUBLICATIONS

Mr. ADDISON. We group these into different categories, different serial publications or by categories in the case of monographs. For example, there are various series of general publications of the Bureau of Mines and the Geological Survey. We would send one sample of the series or general category of publication to the library and say, "Here it is." We send them two cards, "Do you want to continue receiving this?" Some would send the cards back and say, "Yes, we want to get each issue of this," and others would not.

So, based on the return from 769, perhaps 300 would take one category within the Bureau of Mines, for example. Another series within the Bureau of Mines, maybe 500 libraries would want it.

So, based on these selections that are returned, then we determine how many to ask the Department to print of each succeeding issue and that would be automatic until they changed it. They can ask any time to have an item eliminated or one added.

I don't know whether that clarifies it or not.

Senator MONRONEY. Yes.

The cost of the printing would be on the Department; the cost of distribution would be on the Superintendent of Documents?

Mr. ADDISON. Yes.

Mr. BUCKLEY. Yes.

Senator MONRONEY. Some of these series go on year after year. Does that mean they are of indefinite duration and published at regular intervals?

Mr. BUCKLEY. Yes.

Senator MONRONEY. And this probably results in a very steady stream of source material going to the libraries?

Mr. BUCKLEY. Yes.

Senator MONRONEY. The monographs would be less.

Mr. ADDISON. They would be in categories. We put those in categories.

PROVISION FOR ADVANCE SELECTION

Senator MONRONEY. It would be cheaper, I presume, since these documents are printed, to send out the documents than to try to catalog, to document, or issue a booklet showing what would be available?

Mr. ADDISON. Yes. The law was changed to provide that. At one time the law provided that the libraries had to take everything whether they wanted it or not. The law was subsequently amended; they must now select the material in advance.

Senator MONRONEY. Under the Government Printing Office material selection, do you have any idea what percentage generally is selected?

Mr. ADDISON. That would vary, Senator.

Senator MONRONEY. With libraries.

Mr. ADDISON. Depending on the type of material. For example, any congressional material, I would say most of the libraries would take. It would vary on some publications to as few as 50 copies; on others the full number would be selected. It varies considerably. The average roughly now, I think, is about 400 to 425.

Mr. BUCKLEY. Out of 769 libraries.

PRESENT PLAN SATISFACTORY

Senator MONRONEY. Mr. Low, may I ask you in considering this program, you supported last year the carte blanche approach of everything that would be produced outside the Government Printing Office to be available to the libraries and depository libraries.

Congress and the committee questioned the wisdom of making such a large jump into the distribution of these publications, not knowing what the ultimate cost would be or the practical use that might be found in these publications. Do you think that this plan would be a satisfactory beginning?

Mr. Low. Yes, sir; it will be. The total distribution would, of course, be very desirable, but it may well be some distance away.

I must say that as I worked with Mr. Buckley and Mr. Harrison trying to get this in more definite form I became aware of difficulties that I didn't know existed. I think this is the wiser way to proceed. My thinking has undergone some change from last year.

EXPANSION OF SELECTION PROGRAM

Senator MONRONEY. In other words, if you have two specific areas in which you are adding to the fund of knowledge and availability of publications, such as the Bureau of the Census and the Interior Department, then if the librarians get used to picking and choosing from those, we might come along and add two more.

Mr. Low. Yes.

Senator MONRONEY. And to specify and keep it under control of the Congress, how large this program finally would become. This is what I think caused the Congress last year to back away from it, was the unknown quantity of stuff we might be dumping on these various depository libraries simply because it had been published by some one of the hundreds of Government agencies.

Mr. Low. That is correct. It is all to gain and nothing to lose. I mean the two departments is that much gain. We don't have to do it all in order to have it gain and we would evaluate it each year as it goes along.

Senator MONRONEY. And your committee would probably study it also because you mentioned earlier the last thing you want to do is fill your depository libraries with unwanted material, material that would be just sterile and unused. Do you think that all of the libraries in each State will want this material or just the larger universities?

Mr. Low. Certainly not all of them will want it. I am a little doubtful of the figure that Mr. Buckley and Mr. Harrison gave you on this, although they have much more data to go on than I have. I think as we add more, the percentage of libraries taking may become fewer because in many cases the publications become more specialized. That is not always true, however. There are many series not now coming to us that are more valuable than series that are coming to us. I believe, Mr. Buckley, would you say that might well be true?

Mr. BUCKLEY. That could be, Dr. Low.

Mr. Low. Consequently, some of the series might be taken more generally than some that are now available. For the most part, they will tend to become a little more specialized, and I think the large number of libraries may decrease.

REQUEST FROM SMALLER LIBRARIES

Senator MONRONEY. Would you not have in the average State several rather modest-sized libraries in county seat towns? I favor their having everything they need, but I wonder what their call would be on these publications.

Mr. Low. There are a good many libraries that are that way but that is not typical. Not every library in the county seat town is a depository library.

Senator MONRONEY. No; no. I realize that, only two to a congressional district plus the universities and educational institutions, I understood you to say.

Mr. Low. That is exactly what we are urging the librarians to be careful about, is asking for something that they do not want. In my rather limited experience, they are assuring me that they are very conscious of this and actually have been reducing the number that they have been taking in various instances where they are finding they are not used.

Mr. BUCKLEY. I think the operation of the regional library feature of the 1962 law could be a factor here. As the regional libraries are established in each State, we might well find that since they take and retain permanently everything, the smaller libraries of the type you mentioned, Senator, would look to these key libraries as time went along for the material that they might not find it necessary to keep in their own library.

Senator MONRONEY. In other words, this would take a considerable amount of personnel on the part of the small library, not only the new but the flow that comes now from the Library of Congress.

Do you have anything else to add, Mr. Low?

Mr. Low. No; I do not.

Senator MONRONEY. We will have to suspend our hearings until a later call by the Chair. We would like to go further into this but we do not wish to hold you in Washington longer because it might be 2 or 3 days before we get back to these appropriation hearings.

Mr. Low. I will be here for a few days in case you should want me.

Senator MONRONEY. Regardless?

Mr. Low. Regardless.

Senator MONRONEY. We will get in touch with you if we are able to get back following some other appropriation hearings at 10 a.m. This is perhaps the most important new item in this bill, particularly with relation to the Government Printing Office, and we want to be sure as we make this step we are not making one that would engulf the libraries with a vast amount of material which would be of little practical use for in their circulation.

Mr. Low. This is a program that is very important to us and I stand ready to be of aid at any time. I am at your service at your convenience.

Senator MONRONEY. Thank you very much, sir, for appearing here. Thank you very much, Mr. Harrison, for your appearance.

COMMITTEE RECESS

The committee will stand in recess, subject to the call of the Chair. (Whereupon, at 10 a.m., Monday, April 27, 1964, the subcommittee recessed, subject to the call of the Chair.)

LEGISLATIVE BRANCH APPROPRIATIONS FOR 1965

SATURDAY, MAY 2, 1964

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

The subcommittee met at 9 a.m., pursuant to recess in room 1223, New Senate Office Building, Hon. A. S. Mike Monroney (chairman of the subcommittee) presiding.

Present: Senators Monroney and Hayden.

GOVERNMENT PRINTING OFFICE

ACQUISITION OF SITE AND CONSTRUCTION OF BUILDINGS

STATEMENT OF JAMES L. HARRISON, PUBLIC PRINTER; ACCOMPANIED BY HARRY D. MEROLD, DEPUTY PUBLIC PRINTER; FELIX E. CRISTOFANE, ADMINISTRATIVE ASSISTANT TO THE PUBLIC PRINTER; ROBERT E. KLING, JR., SPECIAL ASSISTANT TO THE PUBLIC PRINTER; LOUIS J. NAECKER, PLANT ENGINEER; AND HARRY J. HUMPHREY, DEPUTY COMPTROLLER

FUNDS REQUESTED FOR NEW BUILDING

Senator MONRONEY. The Legislative Appropriations Subcommittee will resume its hearings. Our testimony today will be received on the request that is before us for funds to construct a new building in the amount of \$47,287,000.

We are glad to have the distinguished Public Printer, Mr. James L. Harrison, here.

Will you start off with your statement? We must finish by 10 o'clock, as you know. We would like to have as much time as possible for a protest that is lodged with the committee—and witnesses are here—by the Printing Industries of America, representing some 7,000 members, I believe, of the commercial printing trade. You may brief your statement, if you desire.

Mr. HARRISON. Thank you.

STATEMENT OF THE PUBLIC PRINTER

Mr. Chairman and gentlemen of the committee, I am delighted to have this opportunity to discuss with you the proposed building program for the Government Printing Office. I believe you will find this information of interest.

As you are aware, there has existed for many years a serious shortage of space at the GPO for the storage of paper. In July 1956, the Joint Committee on Printing recognized this situation by directing the Public Printer to make a study concerning the feasibility of expanding the North Capitol Street warehouse sufficiently to meet this need. The Public Printer, in following this directive, found that it would be more economical and practical to build a paper storage warehouse adjacent to the present building complex than to continue using the Franconia warehouse, which is located 15 miles from the GPO.

Presentation of this evaluation was made to the Joint Committee on Printing and in May 1958 the Joint Committee on Printing endorsed the proposal and authorized the GPO to submit it to the appropriate committees of the Congress. This was done and the Public Works Committees reported favorably on a bill which provided for construction of a fireproof annex building for GPO use. This bill was enacted into law in 1961 (Public Law 87-373). In 1962, Congress authorized the fiscal year 1963 appropriation of \$6,450,000 for acquisition of a site and the construction of the annex (Public Law 87-730).

INCREASE IN WORK AT GOVERNMENT PRINTING OFFICE

During this period of planning and final authorization, the volume of work at the Government Printing Office increased tremendously. In fiscal year 1961 the work volume was valued at approximately \$98,600,000, in fiscal year 1962 it was worth about \$122,500,000, and by fiscal year 1963 it was about \$131 million. While about half of this added work was procured from commercial sources, the impact on the Office was great. As our Nation grows the volume of our work will inevitably continue to increase, and I was convinced that our space requirements should be reevaluated. Soon after I became Public Printer in March 1961, I initiated a study of current space needs. This evaluation revealed that further expansion on our present site would perpetuate the uneconomical vertical movement of paper from storage to pressroom, from pressroom to bindery, and from bindery to shipping.

RESULTS OF RELOCATION OF PRINTING OFFICE

Information developed from this study forms the basis of the justifications to relocate the Government Printing Office. This justification has been submitted to the Public Works Committees. It has been estimated that savings to be realized through relocation will amount to approximately \$3 million per year, including a reduction of 400 employees in our labor force. This reduction in personnel is anticipated primarily from the elimination of the vertical movement of paper and the finished product. In addition to the anticipated annual savings of \$3 million, derived from the GPO operation, there is expected an additional savings to the Government of \$1,500,000 per year in rental value of the present buildings.

Senator HAYDEN. You mean the present building could be rented to some other agency?

Mr. HARRISON. Yes, sir.

Senator HAYDEN. Some other agency of the Government?

Mr. HARRISON. Yes, sir; that is the value of the space which we now occupy, if we had to rent it.

APPROVAL OF RELOCATION PLANS

The House and Senate Public Works Committees of the Congress have approved the General Services Administration prospectus for the relocation of the Government Printing Office to an area where a building can be designed and built specifically to more efficiently and economically serve the Congress and the departments.

I wish to review portions of the justifications we have prepared for this building program and submit it in its entirety for the record.

(The justification referred to follows:)

MEETING THE GOVERNMENT PRINTING OFFICE'S SPACE NEEDS

February 1964

GENERAL

In 1956, the Joint Committee on Printing directed the Public Printer to investigate the possibility of expanding the Government Printing Office's warehouse facilities.

In 1961, as a result of this study, the Congress authorized the construction of a four-story and basement fireproof annex to the Government Printing Office (Public Law 87-373). However, the growing space requirements and rising dollar-volume soon made it apparent that additional space, over and above that provided by the annex, would be needed. Consequently, the Public Printer asked that General Services Administration delay action on the annex until such time as the Office could reexamine its overall storage and production space requirements.

In April of 1963, Congressman Robert E. Jones, chairman of the Public Buildings Subcommittee of the House Public Works Committee, asked why the delay was requested. The Public Printer met with Chairman Jones and explained that a comprehensive reevaluation of our needs seemed advisable before proceeding with construction. He also explained that such a study was presently underway. As a practical matter, transferring certain operations to the proposed annex would further complicate the vertical-handling problems associated with moving paper and printed materials, not moderate them.

Chairman Jones, Deputy Administrator Knott of General Services Administration, and the Public Printer met in May to review the Government Printing Office space problem. The Public Printer stated that he felt the most lasting and desirable solution to the Government Printing Office's space dilemma was relocation to a plant designed and engineered to the Government Printing Office's specific needs. Deputy Administrator Knott agreed and offered the full cooperation of the General Services Administration.

At Mr. Knott's suggestion a meeting was arranged with Mr. Robert T. Daly, Commissioner of Public Buildings, General Services Administration, to discuss the relocation concept. At this meeting Mr. Daly strongly favored the relocation idea. His office proceeded to locate a number of sites which the Public Printer and staff members visited. The site which most nearly met the criteria for the proposed relocation was a portion of the Bolling-Anacostia Air Base.

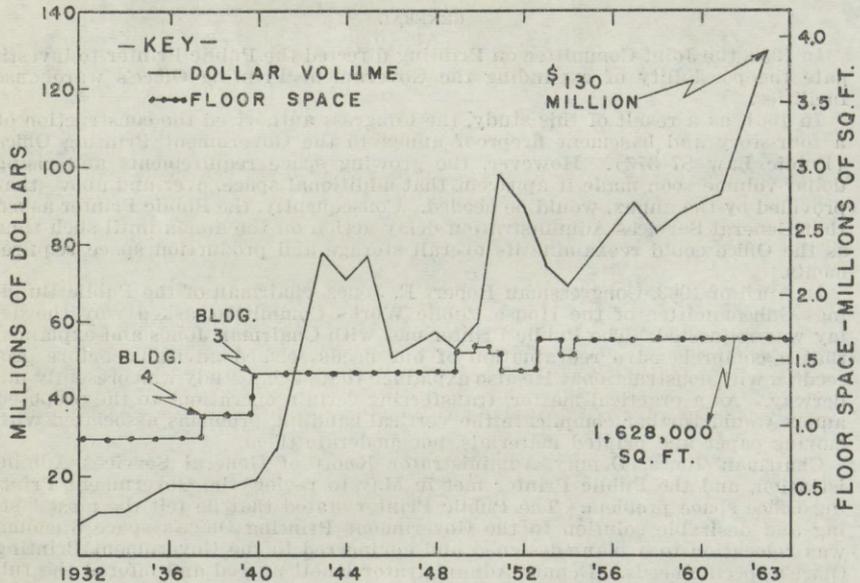
Practical studies of paper movement from railroad car and truck to storage locations, and later to production areas, were conducted. These studies revealed that vertical movement by elevator, plus time lost waiting for elevators, caused movement costs to be many times greater than supposed.

The straight-line arrangement of key production equipment is prohibited by insufficient floor space plus restricted floor-loadings and in many instances limited ceiling height and columnar spacing. Crowding high-speed machinery into severely cramped locations prevents its being used to full advantage by restricting running rates and making periodic stoppages necessary for feeder loading and delivery unloading. The complete dependance upon elevators for movement between manufacturing stations nullifies efforts to streamline production operations. Safety hazards and spoilage of both materials and products are created by crowding skid storage into work areas.

Moreover, fixed rental and transportation costs are incurred for storage at locations far removed from the main plant where these materials are used. The best solution to this problem is storing paper at, or near work areas which use it.

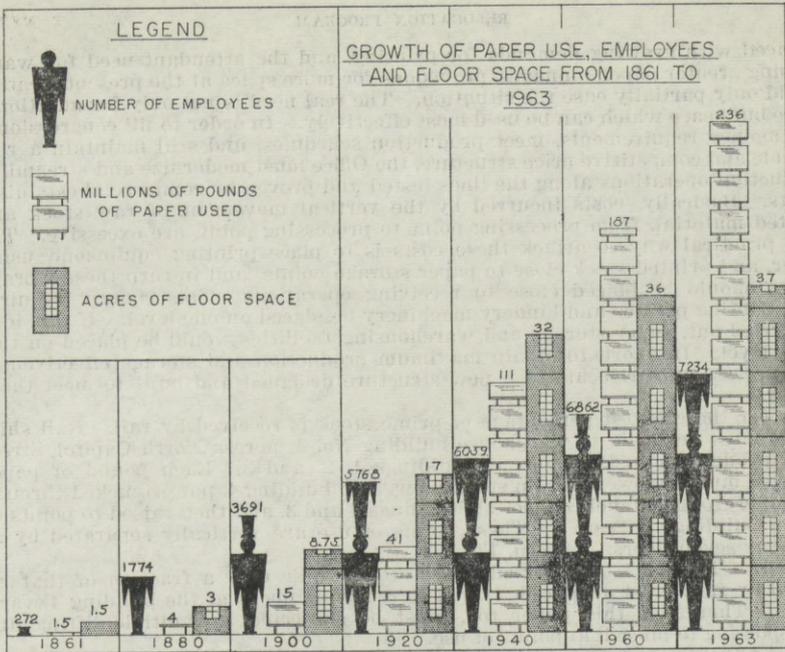
The Government Printing Office's present needs do not contemplate calling in work which is now procured commercially. They are predicated upon present-day requirements and projections of these requirements into the immediate future. On the contrary, contract printing has shown a regular annual growth rate. It now accounts for more than one-third of our annual dollar volume. The Government Printing Office will continue its long-established policy of buying specialty printing, and book and job printing which exceeds its normal capacities, consistent with Joint Committee on Printing regulations and the prudent expenditure of public funds.

The Government Printing Office's steady business growth and the static space situation is shown in the following chart. This chart compares dollar volume with gross floor space.



Since occupying building 3 in 1940 (Government Printing Office's last expansion) dollar volume has steadily trended upward from approximately \$20 million in 1940 to nearly \$130 million in 1963.

Pounds of paper used is an even better yardstick with which to measure growth. (See chart below.) For example, in 1940 the Government Printing Office used 111 million pounds of paper. By 1963, however, the Government Printing Office was using more than twice this amount—236 million pounds. Almost every pound of this paper has been printed, cut, folded, bound, or subjected to many hand and machine operations in the same floor space which was considered only adequate 24 years ago when building 3 was occupied.



RENTAL SPACE

At the present time the Government Printing Office rents 171,000 square feet of storage space at the General Service Administration's Parr-Franconia warehouse, located approximately 15 miles from this Office. The annual cost of this operation exceeds \$300,000. Warehousing 28 million pounds of paper, 8 million envelopes, and 140,000 cartons at this location is inconvenient, costly, and wasteful since every pound of paper must be rehandled and transported 15 miles to place it at the point of use. If sufficient space were available at the plant to include this storage, more than four-fifths of the total cost of the Franconia operation would be eliminated. The General Services Administration has been most patient in view of their own pressing need for the space which we now occupy in this facility. Recently the Government Printing Office also found it necessary to rent 30,000 square feet of storage space at the Washington Star warehouse.

DISTRIBUTION

The present system of distributing printed material is both costly and time consuming. Throughout the Federal establishment in the Washington area a great many individuals are engaged in this activity—one which is more often than not accomplished by hand. Using this method, printing is counted, wrapped, packaged, labeled, and delivered by this Office to the ordering agency. They in turn must again handle this material by unwrapping, counting for each distribution point, rewrapping, repackaging, and relabeling for shipment in mailbags or cartons to secondary destinations.

The Public Printer has been approached repeatedly with requests that the Government Printing Office assume the distribution of Government publications for its customer agencies. The lack of adequate space has prevented the Government Printing Office from providing this service. When sufficient space is made available, the Public Printer hopes to concentrate these fragmented distribution activities in a centralized distribution facility within the Government Printing Office. By doing this, it will be possible to automate many of the functions now performed by hand and eliminate the duplication of effort and delay in putting Government publications in the user's hands.

RELOCATION PROGRAM

Faced with growing demands for printing, and the attendant need for warehousing greater paper tonnages, provisions for more space at the present location would only partially ease the situation. The real need is not only for additional space but space which can be used most effectively. In order to fill congressional and agency requirements, meet production schedules, and still maintain a reasonable and competitive price structure, the Office must modernize and streamline production operations along the lines tested and proven by commercial establishments. Basically, costs incurred by the vertical movement of raw stock and printed material, from processing point to processing point, are excessive. The only practical way to attack these costs is to place printing equipment, using paper, and printed stock close to paper storage points, and in turn these storage points should be placed close to receiving operations. This concept requires that printing presses and bindery machinery be placed on one level. If this idea is carried out, paper storage and warehousing facilities would be placed on this same level. In short, to obtain maximum production and storage effectiveness it is necessary to relocate to a new structure designed and built to meet these criteria.

By far the greatest percentage of prime stock is received by rail. Rail shipments must be made to warehouse building No. 4, across North Capitol Street from production installations in buildings 1, 2, and 3. Each pound of paper received must be lowered from storage levels in building 4, powertrucked through the underground tunnel connecting buildings 4 and 3, and then raised to points of use in buildings 1, 2, or 3. These points of use are vertically separated by as many as seven floors. (See p. 139.)

Most of the truck-transported paper stock, while only a fraction of that received by rail, must also be delivered to receiving docks at the building 4 warehouse. Therefore, this paper too, must be subjected to multiple lifting and transporting to place it at points of use.

The advantages to be derived from relocation of the Government Printing Office to a site such as the Bolling-Anacostia Airbase, where vertical movement of materials could be eliminated may be summarized as follows: (See p. 140.)

1. Will permit construction of a functional two-story building engineered to meet the Government Printing Office's specific needs.
2. Will place production equipment in best location, and on same level with storage and shipping areas, assuring the free flow of work in and out.
3. Preferred type of construction will be far less costly than multistory construction.
4. Will significantly lower the costs of moving rail-received paper to production areas, and reduce attendant stock damage.
5. Will enable existing buildings 1, 2, and 3 to be conveyed to General Services Administration, thereby helping to alleviate the Government-wide shortage of office space in the close-in metropolitan area.
6. Will make warehouse building No. 4 available to the Post Office Department.
7. Will allow for concentration of distribution center activities which will reduce costs and delays presently associated with this activity.
8. Will lower fixed maintenance costs for building and facilities.
9. Will permit logical and simplified expansion should the need arise in the future.
10. Will permit free access by truck, auto, and rail traffic.
11. Will provide for employee parking.
12. Will permit type of construction which will reduce noise levels and vibration associated with high-speed printing machinery.
13. Will allow centralized utility systems to be "built in," thereby reducing fixed costs and improving reliability.
14. Will improve plant safety.
15. One level for heavy production operations will permit machine grouping for maximum output.
16. Will improve supervisory efficiency and overall communications.
17. Will serve to improve standards of service to the Congress and other customer agencies through simplified workflow and materials handling.

With the foregoing advantages in mind, estimated costs were developed for production and storage operations in a two-story structure. The two-story plan was selected since it offered sufficient floor area for heavy production and paper

storage and would permit the light production units responsible for supporting operations, such as composing, platemaking, and planning, on the second level. By placing heavy production on the ground floor, high-floor loading and wide bay spacing could be obtained without resorting to heavy and expensive bearing walls. Most important, however, it places paper receiving and storage areas contiguous to press and bindery equipment. This type of construction also tends to reduce noise and vibration. It is anticipated that administrative offices would also be placed on the second level. A space comparison table showing present and proposed allocations of floor space is located on page 13.

The results of this study are shown in the following cost statement which compares present costs with estimated costs in the proposed relocated facility.

Present annual operating costs compared with projected annual operating costs in new structure

	Present annual costs	Personnel as of June 30, 1963	Estimated cost new structure	Estimated labor reduction
1. Material handling labor in production.....	\$1,239,000	192	\$657,000	78.0
2. Other labor in production.....	31,220,000	3,919	30,320,000	120.0
3. Paper and material handling in stores.....	1,733,000	184	1,077,000	70.0
4. Manning elevators.....	54,000	9	-----	9.0
5. Modernization and depreciation of elevators.....	150,000	-----	10,000	-----
6. Elevator and conveyor maintenance.....	177,000	25	118,000	23.0
7. Incinerator operation and maintenance.....	19,000	4.5	7,000	3.0
8. Window maintenance.....	36,000	7.25	16,000	4.0
9. Door maintenance.....	22,000	3	5,000	2.5
10. Building structure maintenance.....	149,000	20	109,000	7.0
11. Driveways, sidewalks, and lawns.....	3,000	.25	30,000	-6.0
12. Plumbing maintenance.....	47,000	6	32,000	2.0
13. Air-conditioning, heating, and ventilation maintenance.....	139,000	16	116,000	3.0
14. Electric truck maintenance.....	103,000	12	64,000	5.0
15. Other costs including administration and documents.....	10,722,000	1,843	10,377,000	70.0
(a) Field service.....	3,118,000	496	3,118,000	-----
(b) Details.....	996,000	125	996,000	-----
(c) WAE, Superintendent of Documents.....	496,000	329	469,000	-----
(d) WAE, Disbursing Office.....	63,000	43	63,000	-----
Total.....	50,459,000	7,234	47,475,000	390.5

¹ Including escalators.

NOTE.—Net annual savings, \$2,984,000.

Estimated cost of relocation

Design, engineering, supervision, etc.....	\$3,257,000
Improvements.....	40,926,000
Fallout shelter.....	104,000
Costs incident to moving.....	3,000,000
Total estimated cost ¹.....	47,287,000
Annual gross savings.....	2,984,000
Annual rental value of space to be conveyed to GSA (based on GSA estimates) :	
Office space, at \$3 per square foot, 107,209 square feet.....	322,000
Industrial space, at \$1.50 per square foot, 594,933 square feet.....	892,000
Storage space, at \$1 per square foot, 322,874 square feet.....	323,000
Total rental value.....	1,537,000
Total savings.....	² 4,521,000
Amortization period (years).....	10.5

¹ If a suitable Government-owned site is not available, an additional \$1,800,000 will be required for purchase of a site.

² This total savings figure does not include the savings which are anticipated through assumption of distribution responsibilities by the Government Printing Office.

The encouraging results of the preceding cost comparisons, the relatively short period of amortization, and the marginal advantages of making the present site available to meet other governmental space needs serves to strongly recommend relocation as a sound and practicable course of action. After the cost of this proposal has been recovered this action will continue to serve the public interest through reduced operating and fixed expenditures, and the rental value of the released office, industrial, and storage space.

On September 23, 1963, the Public Printer presented this relocation proposal to the Joint Committee on Printing. It was favorably endorsed by the Joint Committee on Printing and the Public Printer was authorized to present this proposal to the appropriate congressional committees.

Space comparison

[In square feet]

	Now	Proposed
Production.....	475,000	615,000
Delivery and shipping.....	20,000	72,000
Receiving and storage.....	380,000	440,000
Administration.....	95,000	120,000
Documents.....	151,000	210,000
Distribution.....	15,000	100,000
Maintenance and buildings equipment.....	95,000	110,000
Cafeteria, recreation, and miscellaneous.....	175,000	233,000
Total net floor space.....	1,396,000	1,900,000
Utility and service area (halls, stairways, shafts, toilets, elevators, etc.)..	232,000	285,000
Gross floor space.....	1,628,000	2,185,000

¹ Estimated.

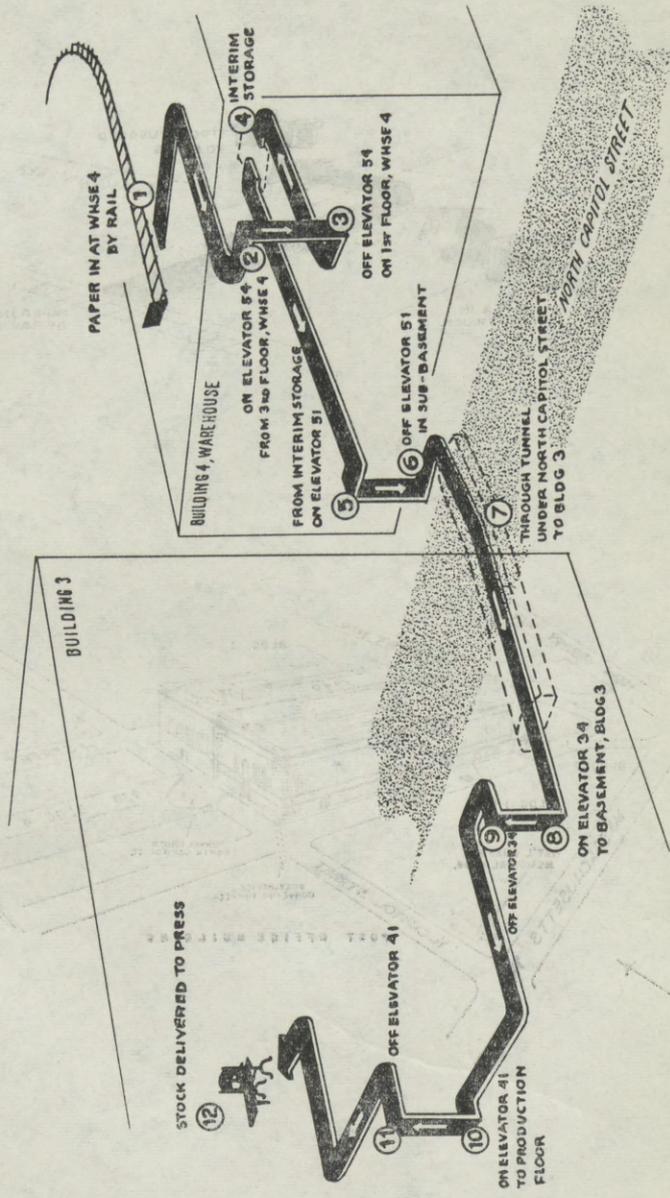
Estimated minimum acreage requirements at site such as Bolling-Anacostia Airbase

	Acrea
Buildings (1,092,000 square feet).....	25
Parking (1,000 cars at 100 per acre).....	10
Roads, docks, and railroad spur.....	6
Future expansion, landscaping, and miscellaneous.....	33
Total.....	74

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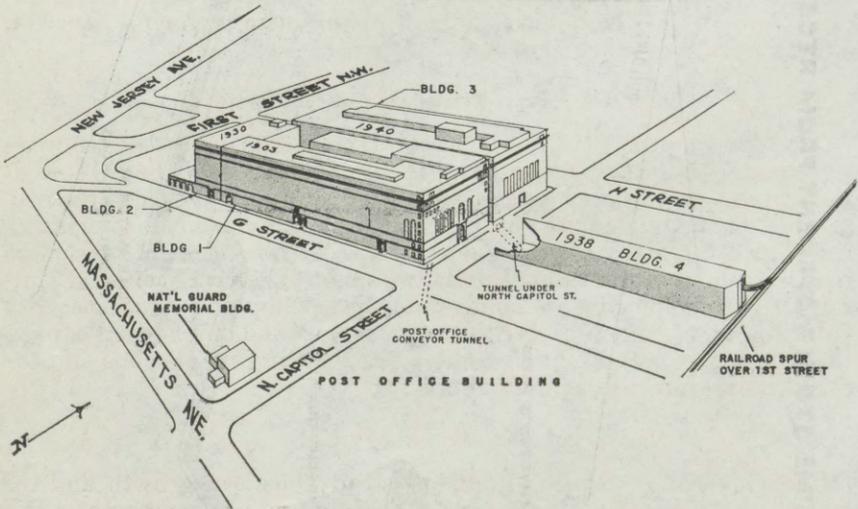
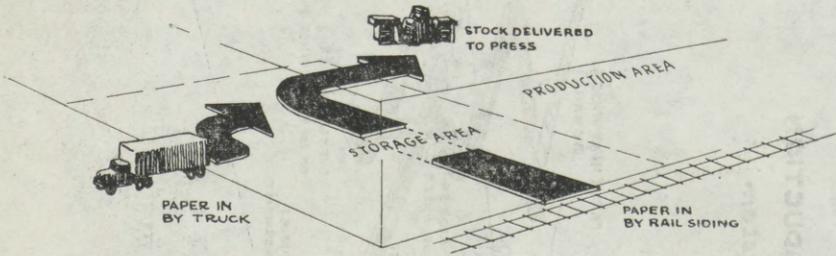
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PRIME STOCK MOVEMENT FROM RECEIVING TO PRODUCTION
Present System



PRIME STOCK MOVEMENT FROM RECEIVING TO PRODUCTION
Present System

PRIME STOCK MOVEMENT FROM RECEIVING TO PRODUCTION
Proposed System



STUDIES OF PAPER MOVEMENT

Senator MONRONEY. You may highlight your statement. What page are you on?

Mr. HARRISON. I am on page 2 now, Mr. Chairman.

Beginning with the third paragraph on page 2.

Practical studies of paper movement from railroad car and truck to storage locations, and later to production areas, were conducted. These studies revealed that vertical movement by elevator, plus time lost waiting for elevators, caused movement costs to be many times greater than supposed.

RESTRICTION OF WORK BY INSUFFICIENT FLOOR SPACE

The straight line arrangement of key production equipment is prohibited by insufficient floor space plus restricted floor loadings and in many instances limited ceiling height and columnar spacing. Crowding high speed machinery into severely cramped locations prevents its being used to full advantage by restricting running rates and making periodic stoppages necessary for feeder loading and delivery unloading. The complete dependence upon elevators for movement between manufacturing stations nullifies efforts to streamline production operations. Safety hazards and spoilage of both materials and products are created by crowding skid storage into work areas.

Moreover, fixed rental and transportation costs are incurred for storage at locations far removed from the main plant where these materials are used. The best solution to this problem is storing paper at, or near work areas which use it.

NO CALL-IN OF COMMERCIALY PRODUCED WORK

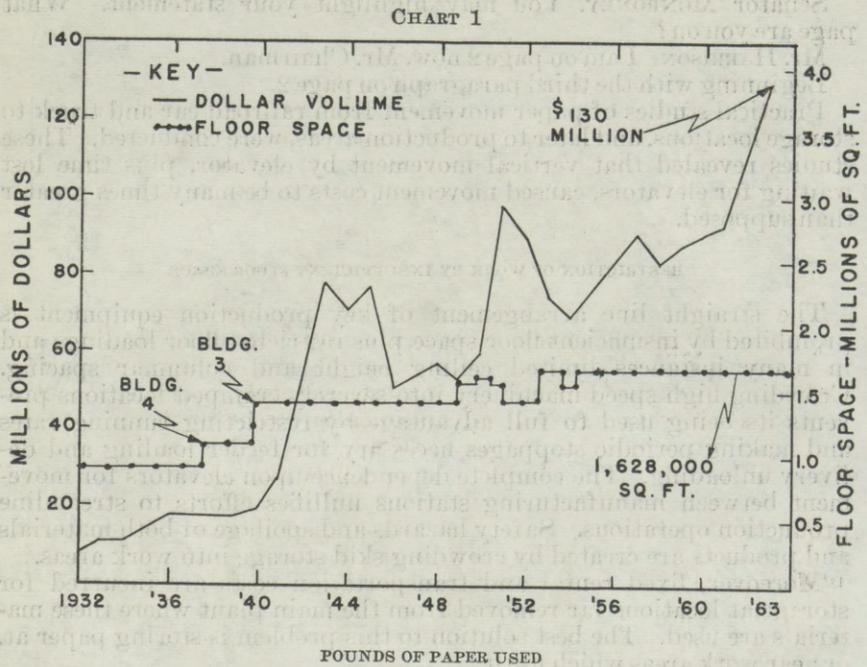
The Government Printing Office's present needs do not contemplate calling in work which is now procured commercially. They are predicated upon present-day requirements and projections of these requirements into the immediate future. On the contrary, contract printing has shown a regular annual growth rate. It now accounts for more than one-third of our annual dollar volume. The Government Printing Office will continue its long-established policy of buying specialty printing, and book and job printing which exceeds its normal capacities, consistent with Joint Committee on Printing regulations and the prudent expenditure of public funds.

BUSINESS GROWTH

The Government Printing Office's steady business growth and the static space situation is shown in chart 1, which compares dollar volume with gross floor space. As you can see, gentlemen, the last expansion of the building was in 1940. Since that time the volume has increased from around \$20 to \$131 million.

Since occupying building 3 in 1940, as I have just stated, dollar volume has steadily trended upward.

(Chart showing dollar volume follows:)



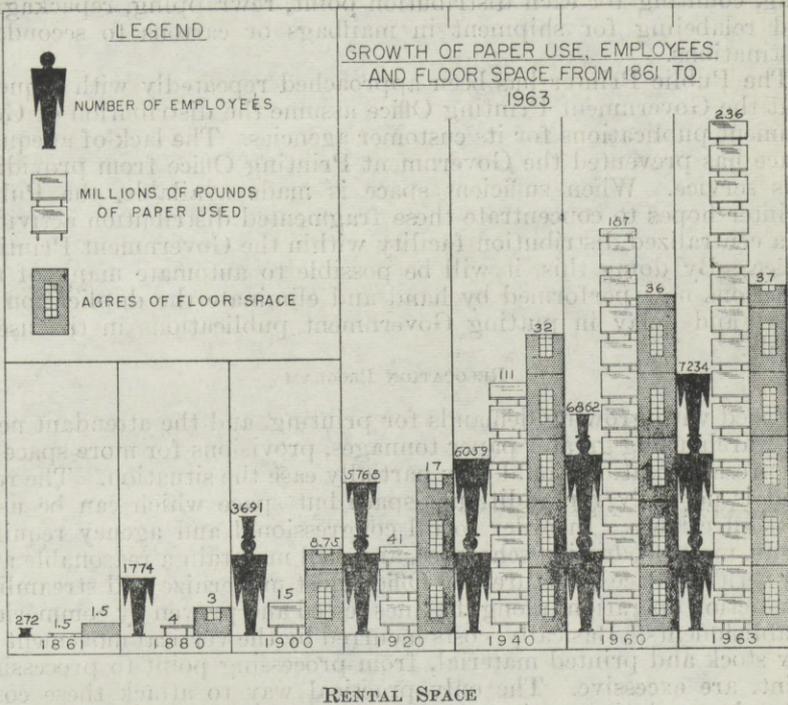
Pounds of paper used is an even better yardstick with which to measure growth (see chart 2 below). For example, in 1940 the Government Printing Office used 111 million pounds of paper. By 1963 however, the Government Printing Office was using more than twice this amount—236 million pounds. The major portion of this paper has been printed, cut, folded, bound, or subjected to many hand and machine operations in the same floor space which was considered only adequate 24 years ago when building 3 was occupied.

The Office will continue to follow a policy of building capacity and book and job printing which exceeds its normal capacity and the constant with joint committee on printing operations and the prudent expenditure of public funds.

The Government Printing Office's steady business growth and the ratio space utilization is shown in chart 1 which compares dollar volume with gross floor space. As you can see, in 1940 the expansion of the building was in 1940. Since that time the volume has increased 1 on a dollar basis. Since occupying building 3 in 1940, as I have just stated, dollar volume has steadily increased upward.

(Chart showing above follows:)

CHART 2



At the present time the Government Printing Office rents 171,000 square feet of storage space at the General Services Administration's Parr-Franconia warehouse, located approximately 15 miles from this Office. The annual cost of this operation exceeds \$300,000. Warehousing 28 million pounds of paper, 8 million envelopes, and 140,000 cartons at this location is inconvenient, costly, and wasteful, since every pound of paper must be rehandled and transported 15 miles to place it at the point of use. If sufficient space were available at the plant to include this storage, more than four-fifths of the total cost of the Franconia operation would be eliminated. The General Services Administration has been most patient in view of their own pressing need for space which we now occupy in this facility. Recently the Government Printing Office also found it necessary to rent 30,000 square feet of storage space at the Washington Star warehouse.

Since then, we have rented an additional 20,000 square feet of space in Bladensburg.

DISTRIBUTION

The present system of distributing printed material is both costly and time consuming. I am referring now to the product when we finish printing it, getting it to the initial point of use. Throughout the Federal establishment in the Washington area a great many individuals are engaged in this activity—one which is, more often than

not, accomplished by hand. Using this method printing is counted, wrapped, packaged, labeled, and delivered by this Office to the ordering agency. They in turn must again handle this material by unwrapping, counting for each distribution point, rewrapping, repackaging and relabeling for shipment in mailbags or cartons to secondary destinations.

The Public Printer has been approached repeatedly with requests that the Government Printing Office assume the distribution of Government publications for its customer agencies. The lack of adequate space has prevented the Government Printing Office from providing this service. When sufficient space is made available, the Public Printer hopes to concentrate these fragmented distribution activities in a centralized distribution facility within the Government Printing Office. By doing this, it will be possible to automate many of the functions now performed by hand and eliminate the duplication of effort and delay in putting Government publications in the users' hands.

RELOCATION PROGRAM

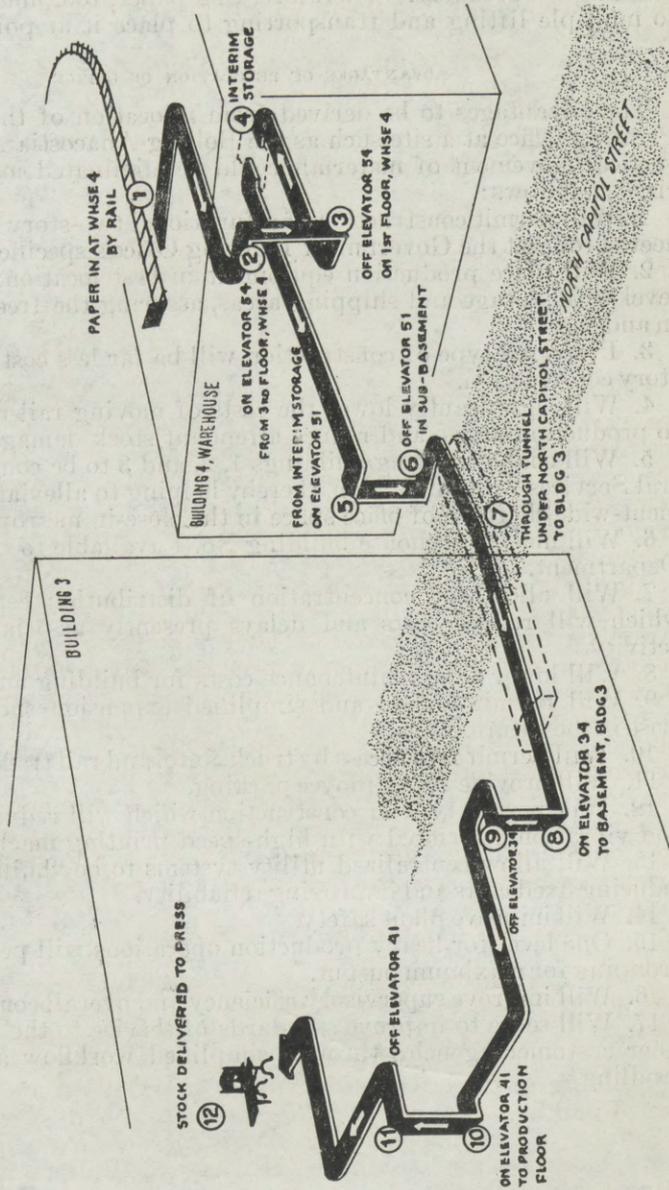
Faced with growing demands for printing, and the attendant need for warehousing greater paper tonnages, provisions for more space at the present location would only partially ease the situation. The real need is not only for additional space but space which can be used most effectively. In order to fill congressional and agency requirements, meet production schedules, and still maintain a reasonable and competitive price structure, the Office must modernize and streamline production operations along the lines tested and proven by commercial establishments. Basically, costs incurred by the vertical movement of raw stock and printed material, from processing point to processing point, are excessive. The only practical way to attack these costs is to place printing equipment, using paper and printed stock, close to paper storage points, and in turn these storage points should be placed close to receiving operations. This concept requires that printing presses and bindery machinery be placed on one level. If this idea is carried out, paper storage and warehousing facilities would be placed on this same level. In short, to obtain maximum production and storage effectiveness, it is necessary to relocate to a new structure designed and built to meet these criteria.

RAIL SHIPMENT OF PAPER STOCK

By far the greatest percentage of prime stock is received by rail. Rail shipment must be made to warehouse building No. 4, across North Capitol Street from production installations in buildings 1, 2, and 3. Each pound of paper received must be lowered from storage levels in building 4, power-trucked through the underground tunnel connected buildings 4 and 3, and then raised to points of use in building 1, 2, or 3. We use paper as high as the fifth floor in our present building. These points, as I have said, are vertically separated by as many as seven floors.

(Chart showing above follows:)

CHART 3
PRIME STOCK MOVEMENT FROM RECEIVING TO PRODUCTION
Present System



TRUCK TRANSPORTATION OF PAPER STOCK

Most of the truck-transported paper stock, while only a fraction of that received by rail, must also be delivered to receiving docks at the building 4 warehouse. Therefore, this paper, too, must be subjected to multiple lifting and transporting to place it at points of use.

ADVANTAGES OF RELOCATION OF OFFICE

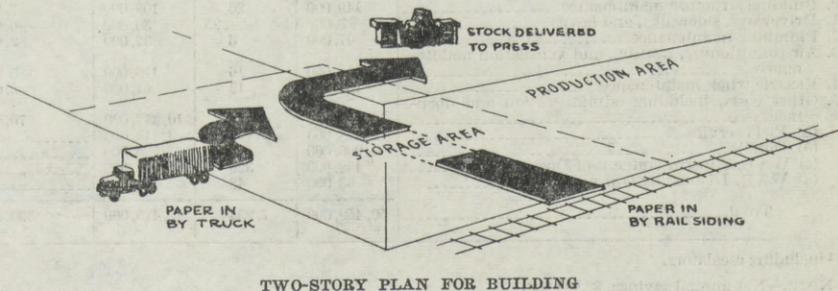
The advantages to be derived from relocation of the Government Printing Office at a site such as the Bolling-Anacostia Airbase, where vertical movement of materials could be eliminated may be summarized as follows:

1. Will permit construction of a functional two-story building engineered to meet the Government Printing Office's specific needs.
2. Will place production equipment in best location, and on same level with storage and shipping areas, assuring the free flow of work in and out.
3. Preferred type of construction will be far less costly than multi-story construction.
4. Will significantly lower the costs of moving rail-received paper to production areas, and reduce attendant stock damage.
5. Will enable existing buildings 1, 2, and 3 to be conveyed to General Services Administration, thereby helping to alleviate the Government-wide shortage of office space in the close-in metropolitan area.
6. Will make warehouse building No. 4 available to the Post Office Department.
7. Will allow for concentration of distribution center activities which will reduce costs and delays presently associated with this activity.
8. Will lower fixed maintenance costs for building and facilities.
9. Will permit logical and simplified expansion should the need arise in the future.
10. Will permit free access by truck, auto, and rail traffic.
11. Will provide for employee parking.
12. Will permit type of construction which will reduce noise levels and vibration associated with high-speed printing machinery.
13. Will allow centralized utility systems to be "built in," thereby reducing fixed costs and improving reliability.
14. Will improve plant safety.
15. One level for heavy production operations will permit machine grouping for maximum output.
16. Will improve supervisory efficiency and overall communications.
17. Will serve to improve standards of service to the Congress and other customer agencies through simplified workflow and materials handling.

(Chart showing above follows:)

CHART 4

PRIME STOCK MOVEMENT FROM RECEIVING TO PRODUCTION
Proposed System



With the foregoing advantages in mind estimated costs were developed for production and storage operations in a two-story structure. The two-story plan was selected, since it offered sufficient floor area for heavy production and paper storage and would permit the light production units responsible for supporting operations, such as composing, platemaking, and planning, on the second level. By placing heavy production on the ground floor, high floor loading and wide bay spacing could be obtained without resorting to heavy and expensive bearing walls. Most important, however, it places paper receiving and storage areas contiguous to press and bindery equipment. This type of construction also tends to reduce noise and vibration. It is anticipated that administrative offices would also be placed on the second level. A space comparison table showing present and proposed allocations of floor space is located on page 13.

COMPARATIVE-COST STATEMENT

The results of this study are shown in the following cost statement which compares present costs with estimated costs in the proposed relocated facility.

You can see in the following table 1 the total of our present annual cost, \$50,459,000 with a personnel of 7,234. Estimated cost in the new structure—gentlemen, this was arrived at after 21½ years of very careful study by our entire official production force—a reduction to \$47,475,000, with a reduction in personnel of 390.5, or a net annual savings of \$2,984,000.

TABLE 1.—Present annual operating costs compared with projected annual operating costs in new structure

	Present annual costs	Personnel as of June 30, 1963	Estimated cost in new structure	Estimated personnel reduction
1. Material handling labor in production.....	\$1,239,000	192	\$657,000	78.0
2. Other labor in production.....	31,220,000	3,919	30,320,000	120.0
3. Paper and material handling in stores.....	1,733,000	184	1,077,000	70.0
4. Manning elevators.....	54,000	9		9.0
5. Modernization and depreciation of elevators.....	150,000		10,000	
6. Elevator and conveyor maintenance.....	177,000	25	118,000	123.0
7. Incinerator operation and maintenance.....	19,000	4.5	7,000	3.0
8. Window maintenance.....	36,000	7.25	16,000	4.0
9. Door maintenance.....	22,000	3	5,000	2.5
10. Building structure maintenance.....	149,000	20	100,000	7.0
11. Driveways, sidewalks, and lawns.....	3,000	.25	30,000	-6.0
12. Plumbing maintenance.....	47,000	6	32,000	2.0
13. Air conditioning, heating, and ventilation maintenance.....				
14. Electric truck maintenance.....	139,000	16	116,000	3.0
15. Other costs, including administration and documents.....	103,000	12	64,000	5.0
(a) Field service.....	10,722,000	1,843	10,377,000	70.0
(b) Details.....	3,118,000	496	3,118,000	
(c) WAE, Superintendent of Documents.....	996,000	125	996,000	
(d) WAE, Disbursing Office.....	469,000	329	469,000	
	63,000	43	63,000	
Total.....	50,459,000	7,234	47,415,000	390.5

¹including escalators.

NOTE.—Net annual savings, \$2,984,000.

ESTIMATED COST OF RELOCATION

The following table 2 shows the estimated cost of relocation and with the savings that we can show—and this is a most conservative estimate of savings—plus the value of our rental, will show an amortization period of 10.5 years. This does not include savings that can be effected through the distribution at the source of production of the publications which we print.

TABLE 2.—Estimated cost of relocation

Design, engineering, supervision, etc.....	\$3,257,000
Improvements.....	40,926,000
Fallout shelter.....	104,000
Costs incident to moving.....	3,000,000
Total estimated cost ¹	47,287,000
Annual gross savings.....	2,984,000
Annual rental value of space to be conveyed to GSA: (Based on GSA estimates):	
Office space at \$3 per square foot, 107,209 square feet.....	\$322,000
Industrial space at \$1.50 per square foot, 594,933 square feet.....	892,000
Storage space at \$1 per square foot, 322,874 square feet.....	323,000
Total rental value.....	1,537,000
Total savings.....	² 4,521,000
Amortization period (years).....	10.5

¹ If a suitable Government-owned site is not available, an additional \$1,800,000 will be required for purchase of a site.

² This total savings figure does not include the savings which are anticipated through assumption of distribution responsibilities by the Government Printing Office.

RELOCATION DEEMED PRACTICAL

The encouraging results of the preceding cost comparisons, the relatively short period of amortization and the marginal advantages of making the present site available to meet other governmental space needs serves to strongly recommend relocation as a sound and practicable course of action. After the cost of this proposal has been recovered this action will continue to serve the public interest through reduced operating and fixed expenditures, and the rental value of the released office, industrial, and storage space.

On September 23, 1963, the Public Printer presented this relocation proposal to the Joint Committee on Printing which authorized him to present this proposal to the appropriate congressional committees.

EMPLOYEES' AND OUTSIDE ENGINEERS' OPINION

I might add one more thing to this, gentlemen. In addition to our own staff made up of men who have been with the Printing Office, most of them practically all their lives—my Deputy Public Printer, for instance, came in as an apprentice boy 35 years ago and has served in every department in the agency; our other people who served on this space committee also have had a long experience with the Printing Office.

In addition to that, we asked an engineering firm, the Charles T. Main Co., of Boston, to do a preliminary survey of our operations primarily to give us an estimate of what it would cost to do a complete survey. They came up, of course, with this cost estimate, and also with the advice that we would never have an economical operation where we are. The only answer to an economical Government operation would be relocation.

SITUATION IN COMMERCIAL PLANTS

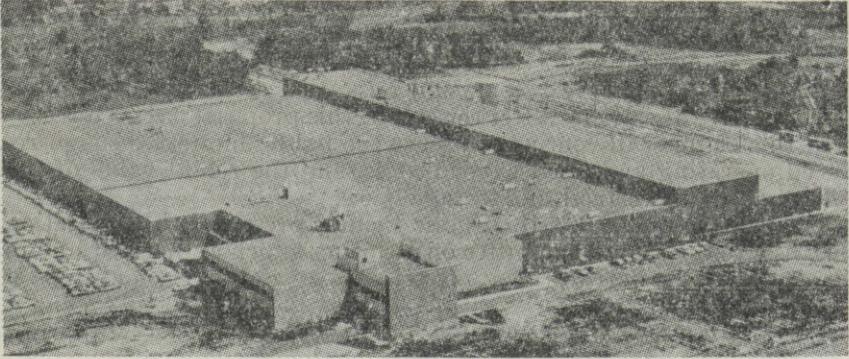
Now in this proposal we have tried to picture to you the results of a very careful, very long painstaking study. We have visited many commercial printing plants. We have seen the results of their type of operation. For 50 years they have been proposing that buildings be built to meet the requirements. I have some pictures here that I would like to show you gentlemen, if you will permit me, of some of the new printing plants that have been constructed in recent years. All of them are one- and two-story level.

This is the Webb Printing Co. in Saint Paul, a very lovely building, two stories.

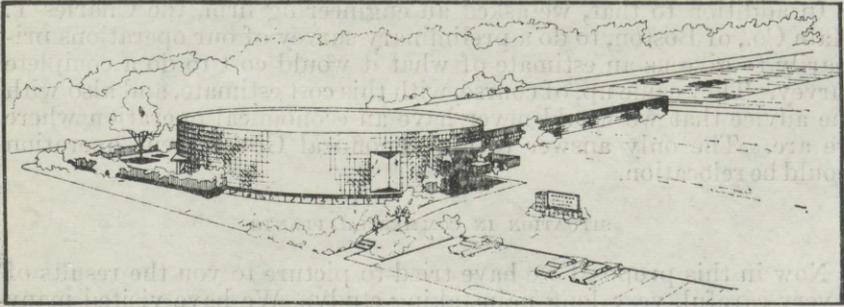
Senator MONRONEY. For the purpose of saving time, will you insert those illustrations in the record.

Mr. HARRISON. I will be glad to do that, Senator.

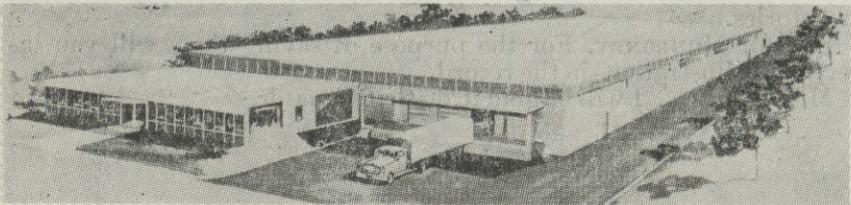
(The material referred to follows:)



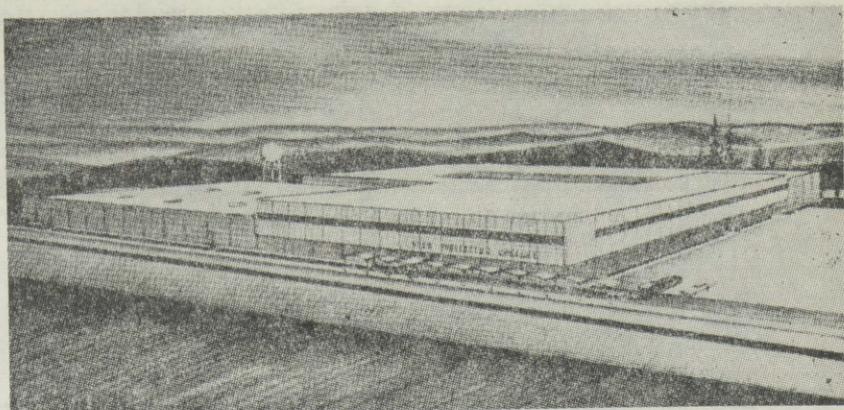
A PRINTING PLANT IN BUFFALO, N.Y.



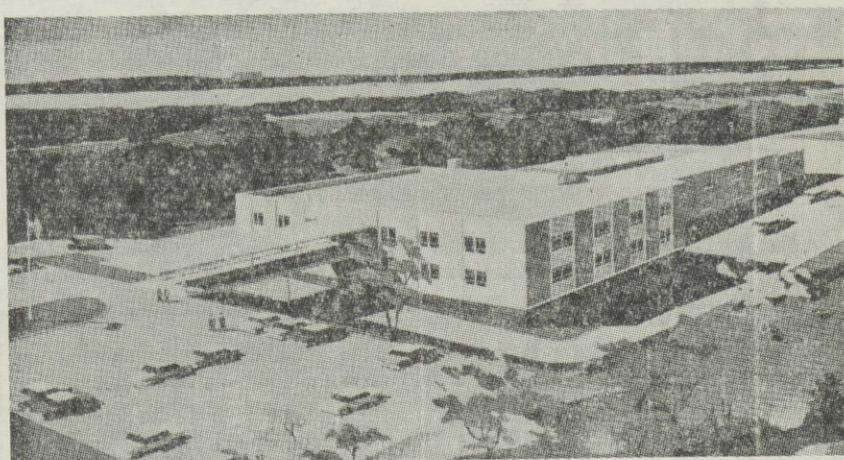
A PRINTING PLANT IN MINNEAPOLIS, MINN.



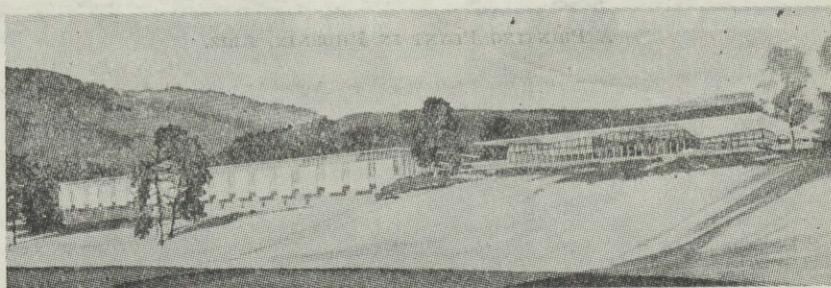
A PRINTING PLANT IN PHILADELPHIA, PA.



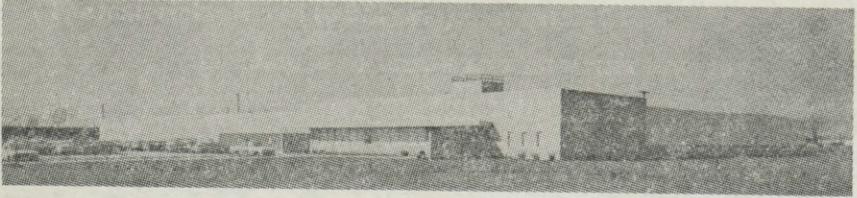
A PRINTING PLANT IN ST. PAUL, MINN.



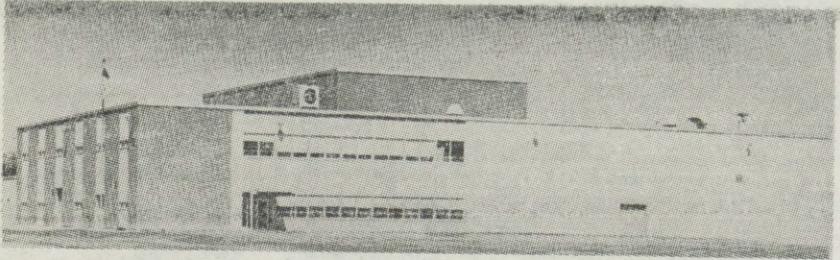
A PRINTING PLANT IN STATEN ISLAND (N.Y.)



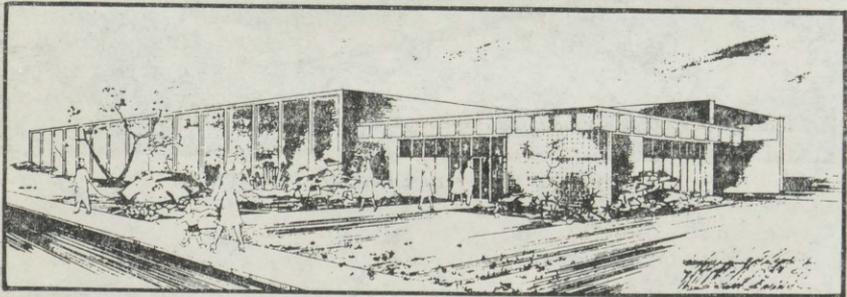
A PRINTING PLANT IN CINCINNATI, OHIO



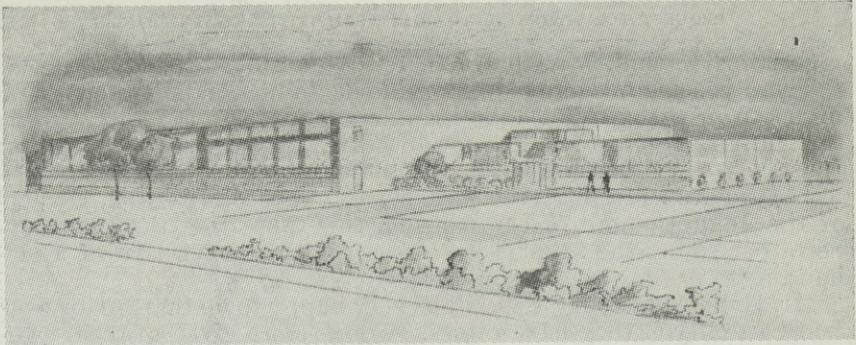
A PRINTING PLANT IN EVANSVILLE, IND.



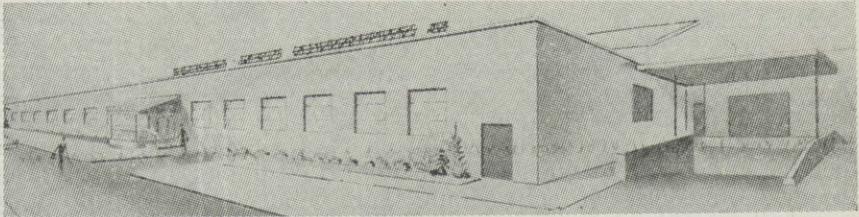
A PRINTING PLANT IN WILLIAMSPORT, PA.



A PRINTING PLANT IN PHOENIX, ARIZ.



A PRINTING PLANT IN BEDFORD, PA.



A PRINTING PLANT IN TORONTO, CANADA

TYPES OF BUILDINGS SHOWN

Mr. HARRISON. There are none of these that are above two stories. I have visited many plants in the last 2 years. McCall's, in Dayton, Ohio, has just completed a very large construction job; beautifully done, on two floors, with all their paper handling except their patterns, on the ground floor.

This ground floor gives us a great many advantages which we do not now have. It gives us unlimited weight load. We can put any size press on it. As it is now, any modern web press we bring in, we have to go all the way to the ground with I-beams to support the floor. We have to I-beam the track into the office to get the press in.

Senator MONRONEY. This would have no basement?

Mr. HARRISON. This would have no basement. We propose to build this on the ground, with the railroad spur on one end to bring in the raw stock and, we hope, one on the other end to take it out. We handle 16 to 18 carloads of paper a day. We have to get that much out of the plant, or else we would explode. That is about a 32- to 36-carload-a-day operation.

Thank you, Mr. Chairman.

Senator MONRONEY. Senator Hayden?

REQUEST FOR MATERIAL TO JOINT COMMITTEE ON PRINTING

Senator HAYDEN. Mr. Chairman.

There is some misunderstanding in the Joint Committee on Printing as to just what the Public Printer was told before he went to see the Authorization Committee for authorization of this appropriation. Inasmuch as he has prepared his statement here which covers it, I would suggest, Mr. Harrison, that you send a copy to each member of the Joint Committee on Printing, this tabulation that you have here that shows the savings by reason of the construction of a new building.

Mr. HARRISON. Senator, I will be very happy to do that. However, I might tell you they have copies. Copies were given to them when I made my presentation before your Joint Committee on Printing.

Senator HAYDEN. Exactly like this?

Mr. HARRISON. The tabulations are the same. We brought it up to date.

Senator HAYDEN. Will you send it to them again in printed form?

Mr. HARRISON. Yes, sir.

OPERATIONS OUTSIDE WASHINGTON

Senator HAYDEN. The question that I don't quite understand, has there been any investigation going on regarding the advantages of conducting printing operations outside of Washington, as compared to inside of Washington? Would there be any savings to do business by contract with large printing firms?

Mr. HARRISON. We do that now. Last year we bought \$47 million worth of commercial printing from commercial printing plants. This year we are going to exceed that considerably.

Senator HAYDEN. You bought \$47 million worth? How much did you do of your own?

Mr. HARRISON. About \$83 million. Nearly 40 percent we purchased from commercial sources. Anything that lends itself to commercial procurement, we buy; because some of it we just can't produce. Multicolor work, we buy; specialty forms, we buy; and many other jobs we get that gives us sufficient leadtime to issue invitation to bid, receive bids and award them and meet the deadline of our customer, we buy. The work we do in our plant would absolutely drive the average commercial printer to distraction. We get it today, they want 25,000 copies of a 500-page publication in 2 weeks.

So, we do buy most everything we possibly can. Our field plants have authority to buy and they buy a great deal of printing now. I think they bought something like \$200,000 worth last year. So, we are attempting to procure this printing wherever we can to the best advantage of the Government and the commercial industry.

Senator HAYDEN. It might be well for you to give me a memorandum on that.

Mr. HARRISON. All right, sir.

TABLE 3.—Comparison of central office work with outside purchases (based on billings)

Fiscal year	Col. 1. Central office including paper used in printing and binding	Col. 2. Outside purchases including paper furnished contractors used in printing and binding	Col. 3. Percent of outside purchases	Col. 4. Blank paper (no printing)	Col. 5. Field service including departmental service office	Col. 6. Total amount billed
1940	\$20, 150, 204		0. 0			\$20, 150, 204
1941	53, 374, 182	1 \$13, 680, 000	20. 4	\$2, 572, 389		28, 593, 639
1942		36, 888, 429	51. 9	5, 657, 412		46, 690, 344
1943	34, 200, 575	35, 750, 212	55. 3	6, 748, 183		77, 837, 187
1944	28, 891, 547	39, 123, 742	55. 2	6, 950, 281		71, 592, 040
1945	31, 783, 919	19, 829, 104	45. 7	6, 401, 837		77, 309, 498
1946	23, 527, 546	17, 537, 886	41. 0	3, 868, 217		47, 224, 867
1947	25, 282, 170	14, 378, 064	30. 5	4, 855, 460	\$5, 334, 238	53, 000, 754
1948	32, 763, 327	12, 088, 120	25. 4	5, 639, 949	2, 307, 059	55, 088, 399
1949	35, 489, 677	15, 142, 374	28. 3	4, 530, 135	1, 663, 253	53, 771, 185
1950	38, 411, 357	38, 410, 129	43. 4	3, 578, 926	1, 867, 766	59, 000, 423
1951	50, 028, 699	30, 116, 561	36. 2	6, 383, 305	3, 563, 521	98, 385, 654
1952	53, 057, 767	28, 006, 245	43. 5	5, 183, 009	4, 164, 815	92, 522, 152
1953	36, 327, 956	30, 116, 561	32. 7	6, 044, 707	4, 010, 110	74, 389, 018
1954	42, 873, 310	20, 815, 025	32. 7	4, 581, 950	3, 010, 251	71, 280, 536
1955	45, 737, 007	22, 824, 250	33. 3	5, 171, 394	3, 528, 403	77, 261, 054
1956	46, 750, 931	24, 887, 898	34. 7	7, 216, 194	3, 598, 862	82, 453, 885
1957	51, 659, 531	30, 335, 591	37. 0	7, 495, 559	4, 150, 626	93, 641, 307
1958	44, 503, 517	31, 706, 638	41. 6	6, 985, 881	3, 970, 150	87, 166, 186
1959	48, 838, 685	31, 108, 676	38. 9	6, 888, 229	4, 192, 462	90, 728, 052
1960	40, 385, 411	34, 713, 722	41. 3	6, 942, 551	4, 602, 994	95, 644, 678
1961	47, 730, 663	36, 202, 398	43. 1	7, 566, 508	4, 558, 730	96, 058, 299
1962	58, 127, 624	46, 721, 996	44. 6	9, 556, 333	5, 556, 718	120, 262, 671
1963	58, 852, 406	52, 215, 802	47. 0	10, 743, 453	5, 291, 051	127, 102, 712

1 Est mated.

EXPLANATION OF COLUMN HEADINGS USED IN COMPARISON OF CENTRAL OFFICE WORK WITH OUTSIDE PURCHASES

Col. 1. Central office including paper used in printing and binding. These amounts show billings for work performed in the GPO central office, including paper and materials in the finished product. Blank paper and field service work are not included.
 Col. 2. Outside purchases including paper furnished contractors used in printing and binding. These amounts show billings for work procured from private contractors and includes the cost of paper furnished contractors by the GPO.
 Col. 3. Percent of outside purchases. These amounts show the percentage of outside purchases in the totals shown for cols. 1 and 2.
 Col. 4. Blank paper (no printing). This represents the charges for plain unprinted paper furnished the Government departments.
 Col. 5. Field service, including departmental service office. Billings for the five field offices and the departmental service office are included in these amounts.
 Col. 6. Total amount billed. These amounts show the total billings for all work including work procured from private contractors.

DEFENSE CONTROL OF ANACOSTIA SITE

Senator MONRONEY. In reference to the site of the Anacostia-Bolling Field, who has control of that site?

Mr. HARRISON. Mr. Chairman, I would like to introduce Mr. William Schmidt, who is the Deputy Commissioner of the Public Building Service of the General Services Administration. The building site and building itself will be handled by them. I would like to ask him to speak on that.

GENERAL SERVICES ADMINISTRATION

**STATEMENT OF WILLIAM A. SCHMIDT, DEPUTY COMMISSIONER
OF PUBLIC BUILDINGS, GENERAL SERVICES ADMINISTRATION;
ACCOMPANIED BY C. G. PALMER, DEPUTY ASSISTANT COMMISSIONER
FOR DESIGN AND CONSTRUCTION, GENERAL SERVICES
ADMINISTRATION**

GENERAL STATEMENT

Mr. SCHMIDT. The property is still under the control of the Department of Defense. More than a year ago, both the Anacostia Field and the Bolling Field were closed down. Defense still occupies some of the buildings there. It is about 900 acres in total area, and about 550 acres will ultimately be released for other uses, one of which being considered is light industrial use.

NO COMMITMENTS FOR BUILDING USE

Senator MONRONEY. As of now, then, in answer to my question, the Defense Department is still holding it and has made no commitments to GSA for building use?

Mr. SCHMIDT. They are holding it pending development of a long-range plan.

Senator MONRONEY. You don't know as yet whether this plan includes light industry, or whether it includes office buildings, or what; is that correct?

Mr. SCHMIDT. I have discussed this with the members of the staff of the National Capital Planning Commission. The Commission has the responsibility for developing such a plan, and I have been assured that light industrial uses is one of the uses to which they propose to put this land.

ANACOSTIA-BOLLING URBAN RENEWAL AREA

Senator MONRONEY. The Redevelopment Land Agency approved a \$321,000 planning grant for the Anacostia-Bolling urban renewal area; is that correct?

Mr. SCHMIDT. I believe that is right. This is for the purpose of developing a comprehensive land use plan.

Senator MONRONEY. Now, with reference to this very close-in and perhaps high-priced real estate, is it necessary, Mr. Harrison, that you be this close to the center of the Government complex? As some of these indicate, these are suburban locations for these printing plants that you have shown us here. They are the same type of two-story construction. Is it necessary that you be this close to the center?

ADVANTAGES OF LOCATION NEAR CAPITOL

Mr. HARRISON. I would say it is not absolutely necessary. The closer we are to the Capitol and our customers, the cheaper the distribution will be.

Senator MONRONEY. That is a matter of truck transport and not the big heavy transport of millions of tons of paper, carloads of paper, 31 or 35 carloads every day; is that correct?

Mr. HARRISON. That is correct. There is a prerequisite that we have railroad facilities. Of course, if we don't have utilities then it will increase the cost of our construction, because we will have to build a powerplant and build a sewage disposal. However, there are several offers which have been made to us, which we have turned over to GSA, of free land which would be ideally located. Prince Georges County offered us 95 acres from one site a short distance from this; another site of 200 acres a little farther out. The Pennsylvania Railroad Co. has suggested an area 5 or 6 miles out on their railroad between here and Baltimore. So, there seems to be ample space where this could be located.

ACREAGE REQUIREMENTS

Senator MONRONEY. The cheaper the land, assuming you get the utilities and highways of that kind, then the less the total building would cost; is that correct?

Mr. HARRISON. The estimate of the building we have given you does not include the cost of land.

Senator MONRONEY. How many acres will that be?

Mr. HARRISON. We are asking for 74 acres.

Senator MONRONEY. Including parking lots?

Mr. HARRISON. Including parking and driveways and railroad spurs.

Senator MONRONEY. That would be on top, then, of the \$46 million which has been requested?

Mr. HARRISON. I don't quite follow you, Senator.

Senator MONRONEY. I mean all this acreage that would be necessary to build a two-story building which substitutes area for height and structural cost, this would necessarily be added, which would bring it up considerable above the \$46,700,000.

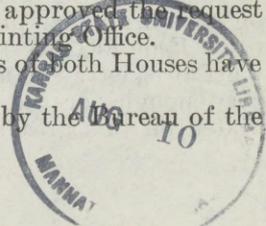
AUTHORIZATION FROM PUBLIC WORKS COMMITTEE

Mr. HARRISON. No, sir. If we had to buy the land, yes; it would include another \$1,800,000, I believe was the estimate, if we had to buy the land. But I believe the Senate Public Works Committee included in their authorization that this would have to be built on Government-owned land. GSA has assured us that they have land that would be available.

Senator MONRONEY. I believe I read in the paper this morning that the Public Works Committee of the Senate has approved the request for the authorization to build a Government Printing Office.

Mr. HARRISON. The Public Works Committees of both Houses have authorized the construction of this building.

Senator MONRONEY. Has this been approved by the Bureau of the Budget?



Mr. HARRISON. It was in the budget that came over this year. However, the figure has increased a million dollars because of a misunderstanding in space. The figure now that is estimated is \$47,287,000.

Senator MONRONEY. Including the land?

BREAKDOWN OF PROPOSED LAND USE

Mr. HARRISON. No, sir; not including the land. If you would like a breakdown, page 14 of this shows the breakdown.

Senator MONRONEY. Put it in the record, please.

Mr. HARRISON. Yes, sir.

Twenty-five acres for buildings; 10 acres for parking; 6 acres for roads, docks, and railroad spur; 33 acres for future expansion, landscaping, and miscellaneous. We are boxed in now; there is no way to go. We would not like to have that occur again, because our country is continuing to grow, and as it does, requirements for printing will naturally go along with it.

DESIGN OF BUILDING

Senator MONRONEY. Does the GSA have any general plans for the design of the building, this one or others that may be located on this complex at Bolling-Anacostia, if it is turned over for construction of Government building?

Mr. SCHMIDT. We have not developed any plans.

Senator MONRONEY. You don't know whether it will be industrial-type or office-type of construction used generally in that area?

Mr. SCHMIDT. It would be an industrial-type building, but designed so that it would fit into the overall development.

Senator MONRONEY. What I am trying to get at is this. You are going to have several hundred acres of land, if the Department of Defense meets your request for building space; is that correct?

Mr. SCHMIDT. That is correct.

Senator MONRONEY. Then you will have to design, won't you, an overall plan for the maximum use of this land, so that it will be compatible, one building with another, for an area that would be both beautiful architecturally and practical from a use standpoint?

Mr. SCHMIDT. This is part of the job that the National Capital Planning Commission will undertake in their plan they are developing. Of course, anything we build down there is subject to review by the Planning Commission as well as the Fine Arts Commission.

Senator MONRONEY. As of now, we don't have the site, we don't have the general type of land use that this will be put to for the construction of buildings; is that correct?

Mr. SCHMIDT. Mr. Chairman, ordinarily we do not go to that extent on any project, acquire the site and prepare plans, until after it is authorized. This was just authorized within the past month.

Senator MONRONEY. I know, but what we are doing, we are starting on a brandnew plot of ground that is going to be very valuable to the Federal Government for its development. What I am trying to get at is, have you made any studies yet or have you received assurance enough for the study for the type of buildings that will be located on this area if they are granted to you?

OVERALL PLAN TO BE DEVELOPED

Mr. SCHMIDT. Well, we have discussed this with the Planning Commission, and it is their intent to develop an overall plan which would indicate the types of structures.

Senator MONRONEY. It has not been done yet?

Mr. SCHMIDT. No, it has not been done yet.

Senator MONRONEY. That is what I want to know.

Mr. HARRISON. Mr. Chairman, I would like to add this.

Senator MONRONEY. Yes.

Mr. HARRISON. In the design of the GPO building we anticipate procuring the finest engineering advice that we can get—I am sure GSA will back me up on this—such a printing engineering company like the Charles T. Main Co. will be consulted. And we would insist they do a thorough survey, so that when this building is designed it will do exactly what we need to have done.

Senator MONRONEY. I am sure it will be industrially designed perfectly. The question is, on general land use overall, the question whether it should be at that location or on cheaper land.

Mr. HARRISON. Of course, now that the authority has been given by the Public Works Committees for these buildings, if this committee approves the money for it, then we certainly will get busy, and we will nail something down that will meet the desires of this committee, whether it is at Anacostia or whether it is out on one of these other donated pieces of ground.

RETURN OF FUNDS FOR EARLIER ADDITION

Senator MONRONEY. You had a special authorization act for the addition on North Capitol Street, which plan you have now abandoned?

Mr. HARRISON. Yes, sir.

Senator MONRONEY. Those funds were thrown back and reappropriated?

Mr. HARRISON. We did that, Senator, because it seemed to us after careful study very definitely that this would be putting good money after bad. It would aggravate an already most intolerable problem we have at the Office of handling our paper now.

DISPOSITION OF PRESENT BUILDING

Senator MONRONEY. This committee agreed with you. What plans have been made for the use of the existing four buildings, should you receive this new plant?

Mr. HARRISON. I think, again, Mr. Schmidt can talk on that. I had lunch with the postmaster one day last week, in which he indicated his pleasure in having this done, because he is bottled in in the main city post office. He can't go anywhere but north, and our warehouse sits in his way. He has approached GSA, and the plan would be to turn this space over to the post office. Now Mr. Schmidt can speak for the rest of the buildings.

Mr. SCHMIDT. We have made a study of the facility, and we find that we can use all of this space. As Mr. Harrison indicated, building

No. 4, which is on the east side of North Capitol Street, contains about 128,000 square feet and the Post Office Department is very anxious to get that. There is about 920,000 square feet in four buildings. Of course, we have some 34 million square feet of Government-owned space in the metropolitan area, as well as 7½ million square feet of leased space, and we have any number of uses to which we could put this space.

SPACE ADAPTABLE FOR OFFICES

Senator MONRONEY. This would be adapted to office space, would it? This would be about second-rate space from the standpoint of light, ventilation, things of that kind?

Mr. HARRISON. I would not say so.

Senator MONRONEY. Is it air conditioned completely?

Mr. HARRISON. Yes—about 90 percent. All except paper-storage areas. This breakdown shows that we have 107,209 square feet of office space, 594,000 square feet of industrial space, and 322,000 square feet of storage space. Much of this industrial space is well ventilated, well lighted, well windowed, and air conditioned. It all is air conditioned. I believe Mr. Schmidt said recently with a minimum amount of expense a great deal of this could be turned into very desirable office space.

Mr. SCHMIDT. For example, the Coast and Geodetic Survey does a lot of map preparation and map printing. Their requirements in this area are about 560,000 square feet. They need office space and map preparation and printing space. This would be well suited to their requirement with a minimum of alterations.

Mr. HARRISON. If I understand their operation, the bulk of it is planning and not printing. Their printing operation is relatively small. But they have a great deal of need for space in the preparation field. I might say this, Mr. Chairman. The Librarian of Congress has asked and received permission to survey the space with the idea of maybe asking GSA for some of this for his use.

POSSIBLE COSTS FOR ALTERATIONS AND REPAIRS

Senator MONRONEY. I am sure there will be a large number of claims for additional space. What expenses for alteration and repair would be necessary to convert the existing four buildings to other uses?

Mr. SCHMIDT. Without identifying a specific tenant, we have not made any estimate.

Senator MONRONEY. It comes pretty high for your reclamation and remodeling. I know we appropriated some money for the Navy Weapons Plant, and it was quite high.

Mr. SCHMIDT. It will range from \$10 to \$15 to convert warehouse space to office space.

Senator MONRONEY. Ten to \$15 a square foot?

Mr. SCHMIDT. Yes. But I don't think we would have to spend this kind of money in this plant. For one thing, it is already air conditioned; and there is \$4 or \$5 a square foot represented right there.

Mr. HARRISON. The building is well maintained, Mr. Chairman. Our people have done an excellent job on that.

OTHER FINANCING THAN APPROPRIATIONS

Senator MONRONEY. Since you operate on a revolving fund and charge each department for each job order and the cost of the job including amortization of new equipment, depreciation, and other overhead cost, would there be any other method to finance this building otherwise than an appropriation? Could Congress in the Appropriation Act, give you authority to borrow funds from the Treasury over a 10-year period, and then permit you to recapture the cost from your job orders and reimbursement to the Treasury?

Mr. HARRISON. We have never included the cost of the buildings into the cost of printing to our customers. We include everything else: heat, light, guard service, paper, ink, everything. But we have never included the value of the building into that.

Senator MONRONEY. You have given us figures to support a \$3 million a year economy. This would be ordinarily taken off the cost of printing for the departments, would it not?

Mr. HARRISON. The savings, yes; it would be.

Senator MONRONEY. So, at the same rate you would be able, if some arrangement were made, to liquidate annually at present prices, present scale, about \$3 million of the new building cost in the production savings that the building would permit?

Mr. HARRISON. That has never been done in any Government building, Senator.

Senator MONRONEY. Does your figure \$47,287,000 include the railroad spurs and parking lots, and the like?

Mr. HARRISON. Yes, that includes everything except the land.

Senator MONRONEY. Do you have any questions, Senator Hayden?

Senator HAYDEN. I have no questions.

Senator MONRONEY. You have given us a very complete statement. We have a time committed to hear the gentlemen from the Printing Industries of America.

ENGINEERING FOR SEAWALL

One thing, before you leave. Part of the \$321,000 appropriation for the planning grant for the Anacostia-Bolling area would be used for engineering work to see if a new seawall is needed to protect that land from floods? The area has been flooded several times during its use by Federal agencies. Do you have any information on this point?

Mr. HARRISON. The only information I have is that there has been no flood in this area for the last 35 years; that a seawall was built after the last flood, and to my knowledge there has not been—I have been here 35 years and there has not been high water. However, that is a problem that would be studied. We would not want to build a building that would be flooded, because we would be on the ground. The north end of that—

Mr. SCHMIDT. Only certain areas are subject to flooding. In fact, the area where a number of the buildings are now located have never flooded.

Mr. HARRISON. The ground gradually increases in height as it goes south, up to a point; and then beyond the Navy Laboratory then, I believe, it drops down again. But there is high ground in there that is safe.

Senator MONRONEY. Thank you very much. If you will, stand by. Mr. HARRISON. Thank you, Mr. Chairman.

PRINTING INDUSTRY OF AMERICA, INC.

STATEMENTS OF DONALD E. SOMMER, SECRETARY, MASTER PRINTERS SECTION, PRINTING INDUSTRY OF AMERICA, INC.; AND BERNARD TAYMANS, PRESIDENT OF PRINTING INDUSTRY OF AMERICA, INC.

GENERAL STATEMENT

Senator MONRONEY. We have representatives of the Printing Industries of America, Mr. Donald E. Sommer, secretary of the master printers section.

You have other witnesses, I believe, with you, and we welcome them to the witness table as well. You have a statement for the committee, I believe.

Mr. SOMMER. Yes, sir.

Senator MONRONEY. You can file the entire statement and highlight it, if you desire, and it will all appear in the record in addition to the other remarks you care to make.

Mr. SOMMER. My name is Donald E. Sommer, secretary of the master printers section of Printing Industry of America representing over 7,000 commercial and allied establishments. However, the major reason for alluding to my background is the fact that for 15 years I was head of industrial engineering at R. R. Donnelly & Sons Co., and had under my supervision 45 industrial engineers, and we had, of course, as our main objective the efficient operation of this world's largest commercial printing establishment.

Because of that background and experience, we believe that we can bring some ideas to bear on this situation as viewed through the eyes of the commercial printing industry. We want to thank the members of the committee for the privilege of being here today. I shall just now highlight this report, and suggest you ask me questions if there is anything that is not clear.

We recognize and agree to the importance of the Government Printing Office rendering to the Congress effective overnight service and that there are many items of printing which have characteristics which justify their production on Government-operated equipment, and that the Public Printer should have the facilities which will produce Government printing efficiently.

EXPENDITURE CONTRARY TO PRESIDENT'S POLICY

But we contend that: (1) the policy statements of President Lyndon Johnson indicate that the Government should not be engaged in activities which could satisfactorily be performed by private industry, and that wherever possible Government should trim its Government expenditures. We contend that the proposal to expend \$50 million of public funds is contrary to the President's policy, since it calls for the unnecessary construction of a new Government building.

3. The continuation of the present policies of the Public Printer which in 1960 resulted in the production of \$72 million of printing on

Government-operated equipment in the Government Printing Office in Washington, D.C., violates the concept of Government not competing with private industry. A substantial portion of this \$72 million could have been obtained by subcontracting printing to private industry.

FURTHER SUBCONTRACTING POSSIBLE

4. The subcontracting of a substantial portion of the printing now produced in GPO would make available floor space obviously needed by the Public Printer. This additional floor space, together with an engineered approach to material handling, workflow, and modern, efficient equipment would enable the Public Printer to accomplish in the present buildings the objectives set forth in his prospectus calling for a new Government Printing Office. Exhibit A attached presents additional information regarding the ability of the commercial printing industry to furnish Government printing requirements. Exhibit B sets forth information indicating how modernization already undertaken and additional modernization that can be undertaken, will make available substantial additional floor space in the present buildings, even before additional volume is subcontracted to the commercial printing industry.

NO COMPARABLE COST STUDY

5. To our knowledge, there does not exist a recent study comparing the unit cost to the Government of printing produced in GPO as compared to that subcontracted to private industry. Exhibit C sets forth additional information on this subject and recommends that an up to date, impartial study be undertaken. Exhibit C further states that the subcontracting of Government printing should not be determined on cost alone, but it should be governed by public policy which prevents Government from competing with private business.

CENTRAL PRODUCTION PLANTS

6. The Public Printer has indicated a plan for central production plants in geographical areas across the country and has indicated in his testimony the intention of producing in GPO in Washington some of the larger volume jobs now produced in field plants. Industry production facilities across the Nation are adequate to take care of the majority of Government printing requirements within the geographical territory in which the need arises and an efficient field procurement system administered by the Public Printer would eliminate the necessity for burdening Washington with field production and would substantially reduce the size of the Government organization which would be required in the field, if centralized field printing plants as outlined by the Public Printer are established.

Senator MONRONEY. That is not involved in this appropriation; is it?

Mr. SOMMER. Well, the comment was made that by having this new building that it would make possible bringing in from the field this new printing.

DECENTRALIZATION TO PRIVATE INDUSTRY

Senator MONRONEY. I did not hear him indicate that. The only reference I heard about the decentralized effect was the greater procurement from private industry. Was I wrong in that?

Mr. SOMMER. In the testimony today?

Senator MONRONEY. Yes, sir.

Mr. SOMMER. I am referring to testimony before.

Senator MONRONEY. I did not hear any other testimony. But today, the testimony was, was it not, that they desired to place more with private industry through their location in these field offices? Is that correct?

Mr. SOMMER. I heard them say they would continue to place with the commercial industry.

Senator MONRONEY. I understood them to say they would place more. And the purpose of the field office was to augment the Government printing with procurement from private industry.

ADEQUATE COMMERCIAL FACILITIES

Mr. SOMMER. 7. The commercial printing industry has available for Government use adequate facilities to meet the Government needs.

The industry compliments the Public Printer on the effectiveness of his present procedures for procuring printing from the commercial industry. It recognizes some improvements can be made in these procedures, but, in general, it is believed that the Government Printing Office has available a staff of people who are competent to procure from industry sources that volume of Government printing which need not, by policy of the Congress or other agencies, be produced on Government equipment.

ADVANTAGES OF PRESENT LOCATION

It is the opinion of the industry that the advantages to the Congress of GPO's present location, almost adjacent to the Capitol Buildings, can be continued. The facts available to the industry clearly reveal that this large expenditure of public funds need not be made at this time to accomplish the 17 justifications set forth by the Public Printer. There is attached as exhibit 1 comments on each of the Public Printer's justifications. The industry views with alarm and concern the fact that during the period of 1 year, 1961-62, there was an increase of \$10 million in the amount of printing being produced by the Public Printer on his equipment in the Government Printing Office in Washington, D.C., reaching what is understood to be the record total in fiscal 1962 of \$72 million produced within the Government Printing Office.

DENIAL OF FUNDS REQUESTED

The Printing Industries of America, Inc. respectfully request that the Senate Appropriations Committee deny the request of the Public Printer for a sum approximating \$50 million for the consideration of a new Government Printing Office and it offers its facilities to the Public Printer and the Joint Committee on Printing and the Senate Appropriations Committee in the undertaking of an intensive engi-

neering study designed to show how the objectives of the Public Printer can adequately be accomplished within the present GPO Building on a substantial saving to the taxpayer.

GROWTH OF PRINTING

I should like, if I may, to just highlight some of the points on our exhibits.

Senator MONRONEY. Yes, sir.

Mr. SOMMER. The chart that we have seen—I don't know whether it was in the Public Printer's testimony today—showing the growth of printing, the trend of printing at the Government Printing Office.

Senator MONRONEY. In reference to floorspace?

Mr. SOMMER. Yes, floorspace and dollar volume, it shows clearly that during periods of emergency there seems to be no problem of getting this rapidly increased volume of production from the commercial printing industry. During the war years, we all know that overnight production was required; that this printing was secret and highly confidential; and that it consisted of security printing, such as rationbooks and stamps; our point being that the record shows that the commercial printing industry can step in and has proved itself in terms of meeting the demands for the printing required by the Government.

FIELD PROCUREMENT OFFICES AND COMMERCIAL INDUSTRY

During that same period, too, the field procurement offices did a wonderful job of working with the commercial industry to inform them of their needs and to see to it that intelligence specifications and job requirements were passed on to the commercial printer who, in turn, came through and met the needs of the Government during this time of crucial need in our industry.

We maintain that the record clearly shows that the commercial printing industry is competent, capable, and able to do much more of the printing which is presently being produced at the GPO.

TECHNOLOGICAL REVOLUTION IN PRINTING

In exhibit B we should like to highlight the fact that we know, as do these fine engineers at the Government Printing Office, that we are on a threshold of a technological revolution in the printing industry. Senator Hayden recently congratulated the Public Printer on the study that he made on automation and its impact in the printing industry. In the Wall Street Journal, as a more recent example, April 3, 1964, you may have noticed a report that the Public Printer had purchased two ultra-high-speed typesetting composing systems, costing \$2,185,000.

Now these systems are capable of producing in 3 seconds photographically a standard book page of type. These machines can produce characters at the rate of 1,000 per second. I am sure that the impact of these statements might not be as meaningful to you as they are to us who are familiar with the industry; but, for example, these machines, if converted into equivalent Linotype machines would replace something between 300, 400, or 500 Linotype machines, depending, of course, on the jobs involved in the Linotype machines.

But if these two systems can replace 300 Linotype machines, I am sure you can get a picture in this one instance of the impact of the technological revolution in the printing industry, itself.

The Government Printing Office has proved already up to this point, in the installation of equipment such as web offsetting equipment where one web offset press can turn out 22,000 64-page signatures in an hour—22,000 64-page signatures in an hour—can take the place of four, five, six old-fashioned flatbed presses as well as four or five or six folding machines.

I cite these two cases. There are many more. Our intent is not to enumerate all of them. These engineers know what we are talking about. The point is that because of the advent of this revolutionary new method, processes, and equipment in this era, that we maintain that the present square feet of floorspace along with this new equipment should provide an opportunity for doing all the work necessary to be done by the Government Printing Office in its present location.

Exhibit B goes into that at greater length.

COMPARISON OF UNIT COST OF INDUSTRY AND GPO

Exhibit C briefly points out our concern for a comparison between the unit cost of producing in the Government Printing Office as compared with the unit costs that are obtainable or are available in the commercial printing industry.

This argument stems also from our concern for the fact that the Government Printing Office continues, in our opinion, to do more and more work that should be done by the commercial printing industry. How does one explain this growth in the volume of work done by the Government Printing Office? We admit the need for equipment to produce the Record and the Register, and some of these basic printing needs of the Congress. We are concerned, however, with the other fringe items that seem to be produced in ever-increasing amounts by the GPO. These items, we maintain, are items that should be done by the commercial printing industry to be consistent with the several policies that I have previously mentioned.

INDUSTRY VIEW OF GPO JUSTIFICATION

Exhibit 1, then, briefly and quickly provides comments from our standpoint and our viewpoint relating to the 17 points that the Public Printer made in his testimony today. The point on the left is the statement of the Public Printer, the functional two-story building engineered to meet Government needs. We know that a nice two-story building is beautiful, pretty, and very nice; but the desired efficiency can be maintained, we believe, by farming out more of the work presently done in the present building, by rearranging the location of the web feed presses, and by adjusting in that matter to the needs of the Congress.

In many instances modernization programs in multistory commercial printing plants have been successfully undertaken. I might refer again to the fact that R. R. Donnelly had 25 high-speed roll feed presses on the fifth floor. I am sure that the Public Printer can tell how many roll feed presses they now have at the Government Printing

Office. I don't think it reaches that number. These were on the fifth floor.

No. 2, production equipment in the best location at the same level with storage and shipping areas, assuring a free flow of work in and out. We know that the production equipment can be in its best location when storage and shipping areas are reasonably adjacent to the high-speed equipment. But we contend that again our point is that by farming out work, space will be available in the present building so that this high-speed equipment—this is what uses paper, the roll feed presses—this equipment can be rearranged, as it has, as the Public Printer testifies, where they moved one of their presses adjacent to the other presses in order to provide improved supervision.

MODERNIZING PRESENT BUILDING

We maintain, under No. 3, it would be far less costly to modernize the present building and provide special facilities for one or two integrated operations. Again, the commercial printing industry, when it reaches a crucial time that it requires expansion, does not just tear down the building in which they are operating and move lock, stock, and barrel everything out to a more open desirable location. The normal evolutionary trend of expansion is to pick an integrated unit, such as the roll feed presses in this instance, move those out to a plant so that access to paper and easy delivery is available, without moving all of the operations.

It would be comparable to buying a new house because your new car did not quite fit into the garage. We say we should remodel the garage, and not move to a new house. This is moving to a new house in this case. This might be an interim step before moving all of the operations out to some open space.

No. 4, the moving of rail-received paper to production areas, we know there are savings here; but we can't admit that this will justify an expenditure of \$50 million.

ADVANTAGES OF PRESENT LOCATION

No. 5, the existing buildings 1, 2, and 3 to be conveyed to the General Services Administration for evaluation. We believe that the present location of this office, this is a material-handling analysis, provides a fine central location for getting paper, finished product out to the users, which are the Members of Congress and the other various agencies. Anyway, as far as General Services Administration needs are concerned, it is obvious that it is easier to move an office than it is to move a press. So, to move a pressroom out into the edge of town, in order to provide space for an office just does not seem to be the better way of handling the Government need for office space.

No. 6, will make warehouse building 4 available to the Post Office. Here again, the cost of building a warehouse is among the least expensive kinds of costs, as opposed to moving a whole printing operation in order to vacate a building to create a warehouse. This logic, to us, does not sound as though it is the more desirable answer.

MAINTENANCE COSTS

I believe I shall hurry through No. 7. We provide our comments, maintenance costs. Of course a brand new facility has lower maintenance cost than an older building, but I was pleased to hear the Public Printer report that the building was in excellent shape, it is air-conditioned. When we go to refer it to another office use, we tell what a wonderful building it is and how fine it is. We think it is.

POSSIBLE DECREASED GOVERNMENT PRODUCTION

No. 9 really alarms us. Perhaps I should dwell on this a bit. The record shows that through the years what has happened at the GPO is that somehow they seem to be turning out every year a greater dollar volume of material. We are concerned that in this proposal it is stated that by moving out on 75 acres this will provide an opportunity for a 25-percent expansion in the capacity of the Government Printing Office.

Senator MONRONEY. On that point, you say it is so important, but has not contracting with the private printers increased year by year, too?

Mr. SOMMER. Yes.

Senator MONRONEY. The country is growing. Government activities in space research and development and many other things expand the demand for Government publications. So, I presume the Government Printing Office prints some and you print some. I think, if they are talking about a plant, we would be foolish to locate it so that it would have no expansion capability, the same as we would be foolish to say \$47 million in contracts with private industry last year should be the limit. I don't think it should be. I think both will grow together as a growing country will accelerate printing needs of all kinds.

Mr. SOMMER. We understand that. The question is, can we be assured that every dollar of printing that could be done by the commercial printing industry is now being done by the commercial printing industry?

Senator MONRONEY. This is something that nobody can tell, because of the needs, the time, the type, the location. The low bid process is an excellent one, if we can throw it open to the 50 States, and I am sure they try to do that.

Mr. SOMMER. Right.

BIDDING AND LETTING POLICIES

Senator MONRONEY. Do you have any criticism of their letting policy?

Mr. SOMMER. You mean when they decide that a job can be sub-contracted?

Senator MONRONEY. Yes.

Mr. SOMMER. No. In fact, we say in our record here that they do an excellent job of providing specifications, all the details. They do probably one of the most outstanding of anybody.

PRINTING NEEDS TO INCREASE

Senator MONRONEY. You are in agreement that the needs of printing Government-wide, no matter who does it, is going to increase through the years undoubtedly?

Mr. SOMMER. We know that the minimum needs of the Government certainly are going to increase. We accept that. Our question is, and I am sure you understand: Is this all that is being done at the Government Printing Office at this time and in the future? This is our point. We consider it very important, and I am sure you will consider it.

Senator MONRONEY. Yes.

Mr. SOMMER. No. 10, of course, plant on 75 acres will permit much more ready access of trucks and cars.

On the subject of employee parking, we have no comment. I am sure that every office building in Washington would be delighted to solve that problem.

The noise situation, once again this is a problem commonly faced by commercial printers in their existing plants. I am not aware that the noise level in any printing establishment, government or commercial, has reached a decibel level where safety engineers or people competent in this field have said it is a hazard. It is noisy, this is admitted; but whether or not this is objectively an item that would call for a new building, we wonder about.

Will allow centralized utility systems to be built in. Here again, the evaluation here is whether this idea can be justified economically.

LOW-LEVEL BUILDING PREFERRED

Senatory MONRONEY. Do you agree with Mr. Harrison's general statement that most of the new printing plants are now of the low-level or one- or two-story type?

Mr. SOMMER. Many of them are.

Senator MONRONEY. If you are building, recommending as an expert, generally you would recommend building a low-type building?

Mr. SOMMER. The point we make in connection with that comment is clearly shown by W. F. Fall Co. in Chicago. There is a point where a one-level plant in terms of area up to a certain area is more efficient and economical; because then you have to travel three-fourths of a mile to go from one end of the building to the other. In vertical plants, on that kind of material handling, when it gets beyond a certain square foot it is inefficient. These new plants you have seen pictures of are not of the square foot area that is contemplated here.

Senator MONRONEY. I am sorry our time has run out. We will file this complete in the record of the hearings. We appreciate your giving the committee the advantage of your experience.

Mr. TAYMANS. Our summary is that the substantial amount that the Public Printer states cannot be produced by the commercial industry can be and experience has shown that it can.

Senator MONRONEY. The maximum amount that you have done is how much? Is this beyond the \$47 million?

Mr. SOMMER. This is the peak we know of.

Mr. TAYMANS. During the war years, we believe it exceeded that.

(The information referred to follows:)

STATEMENT OF DONALD E. SOMMER, SECRETARY, MASTER PRINTERS SECTION,
PRINTING INDUSTRY OF AMERICA, INC.

STATEMENT CONCERNING THE PROPOSAL OF THE PUBLIC PRINTER TO CONSTRUCT A
NEW GOVERNMENT PRINTING OFFICE IN WASHINGTON, D.C.

We thank the members of the subcommittee of the Senate Appropriations Committee for their prompt response to the request from Printing Industries of America, Inc., for an opportunity to appear and present the industry's views regarding the proposal to spend approximately \$50 million of public funds to construct a new U.S. Government Printing Office.

The Printing Industries of America, Inc., is the largest national trade association of the commercial printing industry. Its more than 7,000 member companies are affiliated with the Printing Industries of America, Inc., through 50 local, State, and regional trade associations. Also federated within Printing Industries of America, Inc., are eight national associations of the printing industry, each representing a specialized area of the industry.

The printing industry recognizes and agrees:

1. The importance of the Government Printing Office rendering to the Congress effective overnight service.
2. That there may be certain items of printing which have characteristics which justify their production on Government operated equipment.
3. That the Public Printer should have facilities which will produce Government printing efficiently.

The printing industry contends that:

1. The policy statements of President Lyndon Johnson indicate that the Government should not be engaged in activities which could be satisfactorily performed by private industry, and that wherever possible Government should trim its Government expenditures.

2. The proposal to expend \$50 million of public funds is contrary to the President's policy since it calls for the unnecessary construction of a new Government building.

3. The continuation of the present policies of the Public Printer which in 1962 resulted in the production of \$72 million of printing on Government operated equipment in the Government Printing Office in Washington, D.C., violates the concept of Government not competing with private industry. A substantial portion of this \$72 million could have been obtained by subcontracting printing to private industry.

4. The subcontracting of a substantial portion of the printing now produced in GPO would make available floorspace obviously needed by the Public Printer. This additional floorspace together with an engineered approach to material handling, workflow and modern efficient equipment would enable the Public Printer to accomplish in the present buildings the objectives set forth in his prospectus calling for a new Government Printing Office. Exhibit "A" attached presents additional information regarding the ability of the commercial printing industry to furnish Government printing requirements. Exhibit "B" sets forth information indicating how modernization already undertaken and additional modernization that can be undertaken, will make available substantial additional floorspace in the present buildings, even before additional volume is subcontracted to the commercial printing industry.

5. To our knowledge, there does not exist a recent study comparing the unit cost to the Government of printing produced in GPO as compared to that subcontracted to private industry. Exhibit "C" sets forth additional information on this subject and recommends that an up-to-date impartial study be undertaken. Exhibit "C" further states that the subcontracting of Government printing should not be determined on cost alone, but it should be governed by public policy which prevents Government from competing with private business.

6. The Public Printer has indicated a plan for central production plants in geographical areas across the country and has indicated in his testimony the intention of producing in GPO in Washington, some of the larger volume jobs now produced in field plants. Industry production facilities across the Nation are adequate to take care of the majority of Government printing

requirements within the geographical territory in which the need arises and an efficient field procurement system administered by the Public Printer would eliminate the necessity for burdening Washington with field production and would substantially reduce the size of the Government organization which would be required in the field, if centralized field printing plants as outlined by the Public Printer are established.

7. The commercial printing industry has available for Government use adequate facilities to meet the Government needs.

The industry compliments the Public Printer on the effectiveness of his present procedures for procuring printing from the commercial industry. It recognizes some improvements can be made in these procedures but, in general, it is believed that the Government Printing Office has available a staff of people who are competent to procure from industry sources that volume of Government printing which need not, by policy of the Congress or other agencies, be produced on Government equipment.

It is the opinion of the industry that the advantages to the Congress of GPO's present location, almost adjacent to the Capitol buildings, can be continued. The facts available to the industry clearly reveal that this large expenditure of public funds need not be made at this time to accomplish the 17 justifications set forth by the Public Printer. There is attached as exhibit I comments on each of the Public Printer's justifications. The industry views with alarm and concern the fact that during the period of 1 year, 1961-62, there was an increase of \$10 million in the amount of printing being produced by the Public Printer on his equipment in the Government Printing Office in Washington, D.C., reaching what is understood to be the record total in fiscal 1962 of \$72 million produced within the Government Printing Office.

The Printing Industries of America, Inc., respectfully requests that the Senate Appropriations Committee deny the request of the Public Printer for a sum approximately \$50 million for the construction of a new Government Printing Office and it offers its facilities to the Public Printer and the Joint Committee on Printing and the Senate Appropriations Committee in the undertaking of an intensive engineering study designed to show how the objectives of the Public Printer can adequately be accomplished within the present GPO building on a substantial saving to the taxpayer.

EXHIBIT A. INFORMATION RELATIVE TO PURCHASING ADDITIONAL PRINTING FROM PRIVATE COMMERCIAL INDUSTRY

The volume of congressional and other classes of printing which must be done on Government equipment by the Government Printing Office is substantially less than the \$72 million produced by the Government Printing Office in fiscal 1962. The policy of the Public Printer as set forth on page 3 of the prospectus does not provide for contracting out large volumes of printed matter which are now produced on Government equipment.

The following information is provided to the Senate Appropriations Committee regarding the ability of the industry to produce this additional volume of work for the Government:

1. The volume of public printing as shown on chart I in the prospectus shows substantial and sudden increases in Government printing during the war and emergency years. To a considerable extent, this increased volume was procured from commercial sources. Much of this was produced under conditions which required:

- (a) Overnight production.
- (b) Both secret and highly confidential printing.
- (c) Security printing (such as ration books and other stamps).

2. Field offices of GPO were established to facilitate obtaining large quantities of printing from commercial plants in geographical areas adjacent to the place where printing was to be delivered.

(a) Outside procurement also was greatly facilitated by streamlined procurement procedures and closer liaison with Government agencies. This further expedited the procurement of printing from the commercial industry.

3. The record clearly shows that emergency and expanding Government needs can be readily, economically, and reliably met by the commercial industry.

4. Many plants in the commercial industry have specialized facilities and personnel trained and skilled to produce printing which cannot be produced as efficiently in the Government Printing Office.

5. It has been clearly established that the commercial printing industry has a standby capacity which is available for use in producing Government printing.

EXHIBIT B. STEPS WHICH MIGHT BE TAKEN BY THE GOVERNMENT TO MAKE AVAILABLE ADDITIONAL FLOORSPACE IN THE PRESENT GOVERNMENT PRINTING OFFICE AS A RESULT OF SUBCONTRACTING OUT SOME OF THE WORK NOW ACCOMPLISHED BY GOVERNMENT EQUIPMENT

The printing industry is responding rapidly to a technological revolution. The elements associated with this revolution are bringing noticeable changes to the industry's manufacturing operations.

Some of these will have a marked effect to minimize space requirements in establishments as large as the Government Printing Office.

In the Congressional Record of March 13, 1964, Senator Carl Hayden complimented the Public Printer for his response to a study of automation requested in April 1962, by the Joint Committee on Printing. This statement by Senator Hayden indicates clearly that the Public Printer is aware of opportunities that exist in terms of automated operations.

In the Wall Street Journal of April 3, 1964, there appeared a report that the Public Printer had purchased two ultra-high-speed typesetting composing systems costing \$2,185,000. These systems are capable of producing in 3 seconds—photographically—a standard book page of type. These machines produce characters at the rate of 1,000 per second.

On today's typesetting machines using hot metal, it is estimated that 400 manually operated linotype machines would be required to achieve this output. Additional operations would also be required to produce the negatives.

This is an illustration of how the utilization of modern technological equipment can bring about a substantial increase in productivity utilizing substantially less floorspace and personnel.

It is reported that there are operations within the Government Printing Office not utilized specifically for congressional printing taking up important floorspace areas for which ample productive facilities are available in the industry.

The Government Printing Office has recently installed high-speed web offset equipment. One press of this type can produce work equivalent to that which would be produced on five flatbed presses and four folders.

Here again, the Public Printer has already taken steps which eventually will substantially reduce space requirements for the same volume of printing.

Actually, we are also concerned with the rate at which this new high-speed equipment is being purchased by the Government Printing Office since the capacity of this equipment would indicate that the GPO is going to grow at a considerably accelerated rate far in excess of its needs as we understand them within the confines of the present building.

EXHIBIT C. DISCUSSION OF UNIT COST OF GOVERNMENT PRINTING

Various Government representatives have made statements comparing the unit cost of printing obtained from commercial industry to costs of the U.S. Government Printing Office. It has not been possible to locate any recent study comparing Government unit costs with industry costs. Industry recommends that such a study be impartially made in order to provide a current comparison. The following information is provided:

(a) The Government Printing Office has issued contracts with specified unit prices offering the industry an opportunity to suggest a markup or discount in relation to individual jobs offered by GPO. The GPO record clearly indicates that the industry's discounts result in the purchasing at rates far below GPO contract rates.

(b) A recently published analysis of quotations on Government printing bids was accompanied by a statement made for publication by a GPO spokesman who disclosed that the low bid for printing obtained by GPO could be one-fifth as low as the high bid.

(c) The GPO representative also said: "As long as such a situation exists in the printing industry, the law that insists on letting Government work out for bids is a necessary regulation, resulting in savings to the Government of millions of dollars annually."

(d) It is common practice for the industry to use Government printing as fill-in work. This results in the Government getting lower prices than those which customarily prevail.

Public policy concerning competition with private industry should not be established solely on cost of the finished product. The Public Printer's prospectus makes reference to "the prudent expenditure of public funds." If this is to be a criteria which will control the volume of Government printing subcontracted to private industry, we recommend that the General Accounting Office (or a similar impartial agency of the Government) be requested to make a factual study which would provide a current comparison and analysis of unit costs between the Government Printing Office and the commercial industry.

EXHIBIT 1.—INDUSTRY'S COMMENTS TO 17 STATEMENTS OF JUSTIFICATION SUBMITTED BY THE PUBLIC PRINTER BEFORE THE HOUSE SUBCOMMITTEE ON LEGISLATIVE APPROPRIATIONS AT A HEARING ON MARCH 19, 1964, RELATING TO REQUEST FOR APPROVAL OF APPROXIMATELY \$50 MILLION FOR CONSTRUCTION OF NEW GOVERNMENT PRINTING OFFICE

Statement of Public Printer

1. Will permit construction of a functional two-story building engineered to meet the Government Printing Office's specific needs.

2. Will place production equipment in best location and on same level with storage and shipping areas, assuring the free flow of work in and out.

3. Preferred type of construction will be far less costly than multistory construction.

4. Will significantly lower the costs of moving rail-received paper to production areas and reduce attendant stock damage.

5. Will enable existing Buildings 1, 2, and 3 to be conveyed to General Services Administration for evaluation as to further use and reassignment for alleviation of the Government-wide shortage of space in the close-in metropolitan area.

6. Will make warehousing Building 4 available to the Post Office Department.

Industry comments

This assumes the desired efficiency cannot be attained in the present building. The desired efficiency can be attained by a modernization program within the present building, provided that more of the present volume is contracted out to private industry. In many instances, modernization programs in commercial multistory printing plants have been successfully undertaken.

Obviously, production equipment should be in the best location with proper related storage and shipping areas and a free flow of work in and out. The industry contends that if sufficient work is contracted out, this objective can be met in the present building. Some of the most efficient companies in the commercial printing industry have found it possible to accomplish efficiencies in multistory buildings.

It would be far less costly to modernize the present building and possibly provide special facilities for one or two integrated operations as suggested elsewhere in industry testimony.

Do the savings on this item justify an expenditure of \$50 million? It is believed that an engineered study of this problem—coupled with the release of certain floor space in the present building—would substantially relieve this situation. The prospectus does not indicate that such an engineered study has been made.

Further, it is believed that preserving the present location has advantages to Congress since the chief reason for the existence of the Government Printing Office is to be of service to Congress.

This within itself is not justification for authorizing a new Government Printing Office.

*Statement of Public Printer**Industry comments*

7. Will allow for concentration of distribution center activities which will reduce costs and delays presently associated with this activity.

It is not believed that this should be a justification for moving all the manufacturing facilities of the Government Printing Office. If the Government needs the concentrated distribution center referred to by the Public Printer, this should be the subject of a separate study. If necessary, facilities should be provided in a location convenient to governmental needs. If the proposed new Government Printing Office were to be located as the prospectus indicates on new acreage, the distance from the distribution center to the Central Government agencies might introduce factors of inconvenience and increased costs to the Government agencies.

8. Will lower fixed maintenance costs for building and facilities.

It is likely that, as stated by the Public Printer, maintenance costs in an entirely new facility would be less than maintenance costs at the present location. However, on a new building consideration has to be given to the interest and amortization on approximately \$44 million which are additional costs.

9. Will permit logical and simplified expansion should the need arise in the future.

The industry is alarmed at the Public Printer's statement that the new project would allow for a 25-percent expansion in the Government Printing Office in the future. Our industry believes there should be a contraction—not a potential expansion—in the amount of printing produced by the Government.

10. Will permit free access by truck, auto, and rail traffic.

Obviously, a new building on 75 acres would permit more ready access, but does this justify an expenditure of approximately \$50 million of public funds?

No comment.

11. Will provide for employee parking.

This is a problem commonly faced by commercial printers in their existing plants as they modernize and install higher speed equipment. Much can be accomplished to minimize this problem in the present building.

12. Will permit type of construction which will reduce noise levels and vibration associated with high-speed printing machinery.

This, however, when taken in context of this whole project would not be significant justification for approving the proposed expenditure of \$50 million.

13. Will allow centralized utility systems to be "built in" thereby reducing fixed costs and improving reliability.

It is understood from the statement of the Public Printer that his accomplishments in plant safety are outstanding, considerably better than the record of the commercial industry.

14. Will improve plant safety.

By contracting out printing not required to be done on Government equipment, substantial floorspace within the present building will be made available to achieve this objective.

15. One level for heavy production operations will permit machine grouping for maximum output.

Statement of Public Printer

16. Will improve supervisory efficiency and overall communications.

17. Will serve to improve standards of service to the Congress and other customer agencies through simplified workflow and materials handling.

Industry comments

The Public Printer testified (p. 407): "One reason why we moved this big press to the second floor was so that it would be in the proximity of the web offset press we have. Now one man can supervise all the presses." This illustrates in the Public Printer's own words how improvements can be made and objectives attained within the present buildings. Substantial quantities of production can be contracted from commercial industry, thus permitting a completely new engineered approach to the optimum utilization of present space.

The industry recognizes that the primary function of the Government Printing Office is to provide prompt and efficient service to the Congress. It is believed that preserving the proximity of the present location to Congress and concentrating the Government printing facilities and personnel on congressional printing will attain results beyond those which the Public Printer identifies in the prospectus.

Senator MONRONEY. Thank you very much for your appearance and for giving us the benefit of your testimony.

COMMITTEE RECESS

(Letters in opposition to proposed construction of new Government Printing Office building will be found on p. 364 of these hearings.)

Senator MONRONEY. The committee will stand in recess until 8:30 a.m., Thursday, May 7.

(Whereupon, at 10 a.m., Saturday, May 2, 1964, the committee recessed to reconvene at 8:30 a.m. on Thursday, May 7, 1964.)

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LEGISLATIVE BRANCH APPROPRIATIONS FOR 1965

THURSDAY, MAY 7, 1964

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

The subcommittee met at 8:30 a.m., pursuant to recess, in room 1224, New Senate Office Building, Hon. A. S. Mike Monroney, chairman of the subcommittee, presiding.

Present: Senators Monroney, Bartlett, Saltonstall, and Young.

GENERAL ACCOUNTING OFFICE

STATEMENTS OF JOSEPH CAMPBELL, COMPTROLLER GENERAL OF THE UNITED STATES; ROBERT F. KELLER, GENERAL COUNSEL; LAWRENCE J. POWERS, THE ASSISTANT TO THE COMPTROLLER GENERAL; JOHN F. FEENEY, ADMINISTRATIVE OFFICER; AND HERSCHEL J. SIMMONS, CHIEF, BUDGET AND FINANCE BRANCH

GENERAL STATEMENT

Senator MONRONEY. The Legislative Appropriations Subcommittee will be in session.

First, we want to welcome the Comptroller General, Mr. Campbell, and his associates here. This is the first time we have had the privilege of dealing with your appropriations. It has been moved over from another subcommittee on which I serve, Independent Offices, because it is an arm of Congress.

The committee, I know, and Members of the Senate, I know, have a great respect for the effective watchdog services that your fine agency and the staff perform. We will be glad to have you present your request for funds in whatever way seems most appropriate to you.

ESTIMATE AND HOUSE ALLOWANCE, FISCAL YEAR 1965

Mr. CAMPBELL. Thank you, Mr. Chairman. I have a brief statement which summarizes our formal justifications which you have.

Senator MONRONEY. Yes, sir. I believe your budget estimate for the next fiscal year is \$47,200,000.

Mr. CAMPBELL. That is correct.

Senator MONRONEY. The House allowed the sum of \$46,900,000.

Mr. CAMPBELL. Yes, sir.

Senator MONRONEY. Although this is a reduction of \$300,000 in the budget estimate, it is \$1,200,000 in excess of the appropriations for the current fiscal year. Is that correct?

Mr. CAMPBELL. That is correct. We appreciate this opportunity to appear, for the first time, before your subcommittee to discuss the work of the General Accounting Office and our budget estimates for 1965. The justifications of estimates which have been furnished your committee, contain complete information on our organization and functions which we hope will give you sufficient details of our requirements.

BUDGET ESTIMATES

For the fiscal year 1965 we requested \$47,200,000 which is \$1,500,000 above the amount appropriated for 1964. The amounts of \$39,384,000 for salaries, \$3,172,000 for personnel benefits, and \$3,400,000 for travel represent 97.3 percent of our total 1965 estimate; \$1,244,000 is for our other operating expenses; \$892,000 of the increase is necessary to pay an additional 6 months costs in 1965 of the second pay increase under Public Law 87-793, October 11, 1962. Only 6 months of the second pay increase is applicable in 1964.

PERSONNEL SITUATION

The estimates for 1965 provide for a net reduction of 26 employees under the number in our revised 1964 requirements. The reduction is made up of a net decrease of 106 in the nonprofessional functions and an increase of an average of 80 accountants and auditors.

To provide more comprehensive audit coverage it is necessary that we further expand our professional staff and we provided in 1965 for an average of 2,280 accountants and auditors as compared with 2,200 in our revised 1964 estimates, an increase of 80. The additional cost of this expansion of our professional staff has been offset to a great extent by the planned reduction of the 106 positions in other areas which I previously mentioned.

On March 31, 1964, we had a professional staff of 2,043 accountants, auditors, and investigators, not including 130 who are currently on military duty. We expect to recruit an additional 237 new accountants between now and the end of this fiscal year from the spring graduating classes.

The table on page A9 of the justifications shows by organization and category of expense a comparison of staffing and fund requirements for 1964 and 1965.

TRAVEL COSTS

Effective examination of the activities of Federal agencies and contractors requires our audit and investigative work to be done at Federal agency offices, installations, and contractor's plants located throughout the United States and numerous countries abroad.

During the fiscal year 1963, our staff carried out its work at 3,151 locations throughout the world, including 28 foreign countries. For this reason, a large part of the working time of our professional staff of accountants and auditors must be spent in travel status.

As I previously mentioned, we are estimating \$3,400,000 to be our minimum travel requirement for 1965, the same amount as our 1964 estimate. Details concerning our travel requirements are shown on pages A16 through A19 of the justifications.

WORK ACCOMPLISHED, 1963

During 1963, we made 440 examinations and audits at 170 plants and offices of contractors and subcontractors holding contracts with the Armed Forces, and at 183 plants and offices of contractors and subcontractors holding contracts with civil departments and agencies of the Government.

In the civil departments and agencies, we made 537 reviews of selected activities and programs at 2,117 locations within the United States and in various foreign countries. We made 575 reviews of selected activities and programs at 723 military installations, including 165 military bases in 22 foreign countries.

AUDITS, CLAIMS, AND LEGAL WORK

During the year, we audited 4.9 million bills of lading covering freight shipments and 2.2 million transportation requests for passenger travel, and issued 77,833 claims against the carriers for overcharges totaling \$13.1 million.

We also settled 35,237 claims from carriers against the Government totaling \$13 million for \$6.8 million, or \$6.2 million less than claimed.

In addition to these direct settlements, we furnished assistance to the Department of Justice in some 44 legal actions involving claims against the Government for \$5 million which were settled for \$2.4 million, or \$2.6 million less than claimed.

In our legal work, we handled 4,315 decisions and related legal matters. We submitted 1,075 legislative and legal reports to committees and Members of the Congress on information of interest to them, including 644 reports to committees on legislative proposals being considered. We also transmitted 74 reports to the Director of the Bureau of the Budget on proposed, pending, or enrolled bills and on legal considerations.

We settled and disposed of 9,984 general claims against the United States, consisting of 1,267 claims involving civilian employees, 5,132 claims involving military personnel, 489 claims in behalf of deceased civilian employees, 722 claims in behalf of deceased military personnel, 736 claims involving Government contracts, and 1,638 miscellaneous claims.

In the settlement and disposition of these claims, we certified \$31,141,152 for payment. In addition, we adjusted and settled 47,703 claims by the United States and collected the sum of \$4,528,372. At the end of the fiscal year, we had 16,937 claims under collection representing accounts receivable of \$7,161,929. During the year we reported 3,631 claims to the Department of Justice for collection by suit, if appropriate, and at the end of the year the accounts receivable for the claims pending with that Department totaled \$5,150,596.

AUDIT REPORTS

During the fiscal year 1963, we issued 818 audit reports. We submitted 196 reports on audits or investigations to the Congress and 141 reports to congressional committees, officers of the Congress, or indi-

vidual Members of Congress on audits or investigations made at their request. Of the 196 reports, 101 related to activities of the civil departments and agencies of the Government, 93 related to activities in the Department of Defense and the three military departments, and two related to Government-wide activities.

In addition, we issued 481 reports to officials of the various departments and agencies and furnished copies in many cases to congressional committees or interested Members of the Congress.

As a consequence of our reports and other work, our representatives testified before congressional committees on 26 occasions and on a variety of subjects during the fiscal year. One hundred and eighty-one General Accounting Office attorneys, accountants, auditors, and investigators were assigned to the staffs of 22 congressional committees or subcommittees during the 1963 fiscal year. Over 11,400 man-days of technical assistance was provided for work directly with and under the control of the congressional committees.

SAVINGS AND FINANCIAL BENEFITS

As shown on pages A2 through A6 of the justifications, refunds, collections, measurable savings, and other financial benefits resulting from the work of the General Accounting Office amounted to \$247,547,000. This represents a return of nearly \$6 for every dollar spent by the General Accounting Office for the year.

Our efforts during 1965 will, as in the past, be directed toward expanding and accelerating our audits and examinations of the more significant activities and programs of the various departments and agencies.

It is our intent to give particular attention to those areas where congressional interest is known to exist and to such activities in which apparent weaknesses or significant possibilities exist for constructive improvement in agency management procedures and operations.

REVIEW OF DEFENSE PROGRAMS

Overall, we anticipate that approximately 52 percent of our audit effort will be directed to reviews of Defense programs and about 48 percent to civil programs. We also intend to further increase our efforts in those areas in which there exists an opportunity to effect Government-wide improvements and savings, such as manpower utilization, the acquisition and applications of electronic data processing equipment, and Government procurement and contracting procedures.

Our work plans for fiscal year 1965 and some examples of work performed during 1963 are discussed in more detail by organization in the justifications before you.

HOUSE ALLOWANCE

The legislative branch appropriation bill, 1965, as passed by the House on April 10, 1964, provides for an appropriation of \$46,900,000. This is \$300,000 less than our budget estimates. We have examined our current and projected position and have concluded that we can manage within the appropriation as passed by the House and therefore are not requesting that the amount be restored.

Mr. Chairman, that concludes my statement. We will be glad to answer any questions you may have.

SHIFT OF PERSONNEL

Senator MONRONEY. Thank you very much, Mr. Campbell, for your statement. The shift of your personnel I note in there will give you more auditors and accountants, increasing them by 80, and you are compensating for that by decreasing the nonprofessional staff by 106; is that correct?

Mr. CAMPBELL. That is correct.

Senator MONRONEY. Where will those 106 come from that you are laying off?

Mr. CAMPBELL. The 106 will result from net reductions in our Transportation and Claims Divisions.

Senator MONRONEY. Transportation Division dealing with reclaiming freight charges?

Mr. CAMPBELL. Freight charges and so forth. The reason is that we are now on a current basis; our backlog has been eliminated.

CONTRACTING OUT FREIGHT BILL AUDITS

Senator MONRONEY. Have you ever contracted out that auditing of the freight bills, or is that impossible to do?

Mr. CAMPBELL. We think it would be impractical.

Senator MONRONEY. Because you have special rates that deal with Government work?

Mr. CAMPBELL. We have special rates and tariffs which apply only in the case of the Government and in addition to that we have a very extensive tariff library which I think would be almost impossible to duplicate anywhere.

AMOUNT FOR SETTLEMENT OF CLAIMS

Senator MONRONEY. I notice on page 4 you settled 35,000 claims for \$6,800,000, or \$6,200,000 less than claimed, out of a total of \$13 million; is that correct?

Mr. CAMPBELL. Yes, sir. These are claims against the Government.

Senator MONRONEY. Yes, sir; that is by the carriers. Are these freight bills?

Mr. CAMPBELL. Principally freight bills; yes.

Senator MONRONEY. I think there would be more claims against the carriers by the Government for overcharge.

Mr. CAMPBELL. Our claims against the carriers is the larger amount. The claims against the Government is a smaller amount, but again these have been settled at a considerable saving.

Senator MONRONEY. Are there any recoveries that are important enough to audit in the passenger travel?

Mr. CAMPBELL. We are watching this area continually. We feel that there may not be sufficient claims arising as a result of errors in passenger transportation to justify our effort and expense.

POSSIBLE AGENCY HANDLING OF SMALL ACCOUNTS

Senator MONRONEY. Why can't the agencies themselves be charged with the smaller accounts? In other words, it seems to me that your function exercised in the fullest, would be to go into the items that are beyond their capabilities or where practice has shown neglect or failure of the agencies to properly police their contracts.

I notice you point out that 52 percent of your work is done on the military.

Mr. CAMPBELL. I think Mr. Keller can probably go into detail as to our legal responsibility as to passenger audit; but under the law we are required at this time to audit the passenger bills. We are coming to a point where we think it might best be done by the agencies.

If so, it would mean a change in the act.

Senator MONRONEY. Congress would be required to pass an act?

Mr. CAMPBELL. Yes, sir.

REQUIREMENTS OF TRANSPORTATION ACT

Mr. KELLER. The Transportation Act of 1940, Mr. Chairman, requires that the agencies pay transportation charges on presentation subject to a post audit by the General Accounting Office. As a result, the agencies do not make any audit prior to payment except to add the items to see that they total up properly on the face of the voucher.

Senator MONRONEY. To me this would seem a terribly burdensome amount of claims and paperwork that you have to carry on.

Mr. CAMPBELL. We have about 125 people on this work.

Senator MONRONEY. Are they capable of handling this?

Mr. CAMPBELL. At this time they are.

Senator MONRONEY. The point I make is that this is not unimportant, but there are other overriding problems that nobody but the General Accounting Office can get into and thoroughly search out such as the claims and recoveries that we have seen you make in exposure of defense spending, of freight waste.

Mr. CAMPBELL. Yes, sir; that amount of talent and money devoted to other areas would produce considerably more than that we are now producing in our passenger audit. There is no question about that.

MAN-DAYS FURNISHED CONGRESS

Senator MONRONEY. You state that you furnished 11,400 man-days to Congress and that you had 181 GAO investigators and so forth assigned to committees. Are you reimbursed by Congress for this personnel?

Mr. CAMPBELL. In some cases; for example, during the period from July 1, 1963, down to March 28, 1964, our total cost was \$337,000 approximately and we were reimbursed \$43,000. Generally speaking, in the Senate we do receive reimbursement except with respect to the Committee on Government Operations, whereas in the House our reimbursements are relatively little.

We are required by law to furnish assistance to the Committees on Appropriations and on Government Operations of both the Senate and the House.

RESTRICTIONS ON SERVICE TO COMMITTEES

Senator MONRONEY. Is there any restriction on any committee or subcommittee? Can they request two or three auditors if they have something they want to go into, or do they have to be authorized by the House leadership and the Senate leadership?

Mr. CAMPBELL. In the Senate the Rules Committee approves the detail of employees to a committee. In the House this is not the practice. Generally speaking, our policy is to cooperate if we believe that the work involved is the kind of thing that we would ordinarily be doing, perhaps at a later date, but in any case that we would accomplish sometime. This has been the criteria for taking on this kind of assignment.

Mr. KELLER. Mr. Chairman, as Mr. Campbell said on the Senate side the committees normally obtain approval of the Rules Committee for detail of personnel to the committees. This is not the general practice on the House side.

Senator MONRONEY. Borrowing personnel from the Government agencies. Is that correct?

Mr. KELLER. Yes, sir, and generally the Senate committees reimburse us for the personnel detailed.

Senator MONRONEY. Yes, sir. Generally it is reimburseable over here, but not in the House?

Mr. CAMPBELL. That is correct.

Senator MONRONEY. And generally it is authorized by the Rules Committee over here, but not necessarily by the House Administration Committee. Is that correct?

Mr. KELLER. That is correct, sir.

Senator MONRONEY. Senator Young.

LEGISLATIVE AND LEGAL REPORTS TO CONGRESS

Senator YOUNG. Mr. Campbell, I note on page 4 of your statement you submitted 1,075 legislative and legal reports to committees and Members of Congress on information of interest to them. Do you make investigations on requests of committee, or can one single Member of Congress request it?

Mr. CAMPBELL. These reports, Senator Young, have to do with pending legislation and generally speaking such legislation is referred to us. The committees ordinarily, where it is something in which they think we would be interested, may refer a bill to us for comment, and this is the sort of report we are speaking of here.

INVESTIGATION OF DISTRICT OF COLUMBIA POLICE DEPARTMENT

Senator YOUNG. I note you are investigating the Police Department now at the request of a Senator. I don't question the need of it at all, but do you conduct an investigation of that kind on the request of one Senator, or must the request come from a committee?

Mr. CAMPBELL. In that particular case, which is quite current, it results from a request of the chairman of a subcommittee.

Senator YOUNG. I see.

Mr. CAMPBELL. And this type of investigation, Senator Young, is not the kind referred to in my statement on our General Counsel's activities, but are among the investigative reports which I mentioned in other sections of my statement. When, as I have said, a committee asks us to make an audit, examination, or investigation and we feel it is something that we should be interested in—which is normally of interest to us—even though we might have intended to do it at the moment, we would probably accept the assignment.

Senator YOUNG. If a Member of Congress noted what he believes to be a bad situation some place in Government and he calls it to your attention in order to get an investigation you would have to have the support of the committee.

Mr. CAMPBELL. Not necessarily, no. We have many requests from Senators and Congressmen on matters of interest to them, contract problems and so on, which we feel come within our jurisdiction and which we perhaps should have been aware of in the first place; frequently such requests and suggestions from committees and individuals do lead us into areas which need attention.

Senator YOUNG. Thank you very much. I have to go to the Public Works Subcommittee for awhile.

Senator MONRONEY. Do you have any questions?

LOWER 1964 COLLECTIONS

Senator SALTONSTALL. Thank you, Mr. Chairman. Mr. Chairman, I have to leave, too. May I ask two questions?

The first is, I note that your collections last year were 40 percent less than they were the year before and are running down. Is that due to the fact that the Government is being better administered, or because of the war contracts running down?

Mr. CAMPBELL. I think, Senator Saltonstall, you are probably referring here on page 4 to our transportation audit.

Senator SALTONSTALL. No; I was referring to A2. It is down from \$48.2 to \$29.1 million last year. I was just interested in whether we were being better administered or what was the reason.

Mr. CAMPBELL. These are cash collections. The reason they are lessening is that with respect to our carrier audit; that is, audit of railroads and carriers, our backlog in past years was enormous. We were at times 8 or 9 years behind in our transportation audits so that errors would continue for many years and then when located the reported overcharge would be that much larger.

This relates only to transportation audits and to our own related cash collections. In other areas where we determine that there is an error, let us say in the Defense Department, they will collect the money. The finding of the error is our responsibility.

Senator SALTONSTALL. That is where you show these big receipts in your overall statement here?

Mr. CAMPBELL. For the past fiscal year it was \$247 million. I dislike using these figures because I think to measure the effect of existence of the General Accounting Office in the U.S. Government just can't be done. There must be a considerable immeasurable value similar to value of the policeman on the beat.

INVESTIGATIVE STAFF AND PROCEDURES

Senator SALTONSTALL. May I ask another question in that regard? You make all these investigations and you make all these audits that you report here. What percentage of those do you instigate and what are instigated for you, like Senator Young was talking about?

Mr. CAMPBELL. I think probably 95 percent of our work is our own program.

Senator SALTONSTALL. Is your own instigation?

Mr. CAMPBELL. Yes, sir.

Senator SALTONSTALL. How many people do you have directing those investigations?

Mr. CAMPBELL. Our total accounting staff would run in excess of 2,000 people.

Senator SALTONSTALL. No; what I mean is do you personally approve of all those instigations of your work, or do you have your top personnel who have charge of them instigate them?

Mr. CAMPBELL. We have recommendation of the chief of our Defense Division and one or two of his top officials, the chief of our Civil Division, the chief of our Policy Staff; they prepare a program which is submitted to me. I personally am responsible for approval of the program.

Senator SALTONSTALL. So, for instance, when Senator Morse asks you to investigate and make a study of the District of Columbia Police Department, the final decision on that is yours.

Mr. CAMPBELL. That was discussed with me; yes, sir.

Senator SALTONSTALL. In other words, all the final decisions are yours?

Mr. CAMPBELL. Yes, sir.

Senator SALTONSTALL. So all these audits are really done under your personal direction or your personal audit?

Mr. CAMPBELL. That is correct. Well, the Appropriations Committee frequently will direct us to make an examination.

GAO CONGRESSIONAL ARM

Senator SALTONSTALL. And you consider Congress your boss?

Mr. CAMPBELL. Yes, sir.

Senator SALTONSTALL. And not the executive department?

Mr. CAMPBELL. That is correct with one possible exception. We are under the surveillance of the Civil Service Commission with respect to our personnel and of course our personnel is our only resource.

Senator SALTONSTALL. Assume just a very extreme case. Assume that Congress asks you to make a certain investigation and the executive department urged you not to do it. Would the final decision be yours based on the request of the Congress, or what would you do?

Mr. CAMPBELL. If Congress directed an investigation we would have no recourse. If it suggested an investigation for our consideration we would very likely go forward with it if the assignment was within our competence.

There have been occasions when an official in the executive branch has suggested that we defer going forward with an assignment. I don't know of any instance when we have.

Senator SALTONSTALL. You don't know what?

Mr. CAMPBELL. I don't know of a case where we have deferred our work as a result of a suggestion or request from the executive branch.

Senator SALTONSTALL. When you say Congress requests or Congress orders, is that order by a committee?

Mr. CAMPBELL. Yes; always by a committee.

Senator SALTONSTALL. Thank you, Mr. Chairman. Thank you, Mr. Campbell. I am sorry I have to leave.

PERSONNEL ASSIGNED TO COMMITTEES

Senator MONRONEY. I am not sure I understand with regard to these 181 men that are assigned to committees. Are they the men that would be making this police investigation for Senator Morse, or does this mean other men attached for a long period of time like in the TFX investigation of Government operations?

Mr. CAMPBELL. Generally speaking, where a committee requests assistance we attempt to have the men loaned to the committee and detached from our office entirely so that in effect they lose their identity and work as members of the committee staff.

Senator BARTLETT. Who pays them?

Mr. CAMPBELL. They are paid by us, but the committee may or may not reimburse us.

QUESTION OF REIMBURSING DESIGNED EMPLOYEES

Senator MONRONEY. Shouldn't there be some general rule? If they are leaving the direct control of your office and are under the control of a congressional committee, even though they are on loan, it seems that you should be fully reimbursed for their salaries so you can't go out and hire other men. On many committees I have served on we have asked for the recommendations of the Comptroller General for committee personnel to conduct investigations.

Mr. CAMPBELL. For example, the Senate Rules Committee, during its recent investigation, made complete reimbursement. That committee reimbursed us for the three men we have had on that assignment, because it was not the kind of thing which would ordinarily be undertaken by the General Accounting Office.

There are other investigations where we feel that we should probably be doing the job. In such case we have done the work and have had no reimbursement.

Senator MONRONEY. Would these be things that you would choose as part of your duties, anyway?

Mr. CAMPBELL. Yes, sir.

RELATIONSHIP WITH CONGRESS

Senator MONRONEY. I note in your 1963 report you say:

The Office was established in the legislative branch of the Government to provide an independent, nonpolitical source of assistance to the Congress. This assistance is furnished through reports to the Congress of our reviews and audits of agency operations; through many special surveys and investigations conducted at the request of committees; through direct staff assistance to the committees

and Members; and through the submission of reports on legislative bills under consideration by the Congress. Arrangements for rendering appropriate assistance for the coordination of our work programs with the needs of the committees, and for cooperation with committees and their staffs and individual Members are carried out by our Office of Legislative Liaison whose small staff devotes full time to this responsibility.

That is a general statement of your relationship with the Congress; is that correct?

Mr. CAMPBELL. Yes, sir.

Senator MONRONEY. Could you explain anything further to the committee, since this is the first time we have had this, about the authority under which your agency operates, its responsibilities and its objectives?

Mr. CAMPBELL. Mr. Keller has that information.

Mr. KELLER. Mr. Chairman, the General Accounting Office was established by the Budget and Accounting Act of 1921, although a somewhat similar function to that of the General Accounting Office has been performed since our Government was first established.

For many years the work was carried on under the executive branch of the Government. In 1921, the General Accounting Office was established as an independent establishment in the Government. The legislative history of the 1921 act shows quite clearly that the General Accounting Office was to be an agent of Congress and a part of the legislative branch.

FUNCTIONS AND DUTIES UNDER LAW

Our basic functions and duties are set out in the Budget and Accounting Act of 1921, although there are additional laws which have extended our authority.

These are the Budget and Accounting Procedures Act of 1950; the Government Corporation Control Act; section 206 of the Legislative Reorganization Act of 1946; and sections 205 and 206 of the Federal Property and Administrative Services Act of 1949.

Basically, Mr. Chairman, it is our responsibility to investigate all matters relating to receipt, disbursement, and application of public funds; to make recommendations to Congress for greater economy and efficiency in public expenditures; to audit the expenditures and receipts of the Government; and to settle and adjust all claims and demands by the Government or against it.

Our claims authority is not as broad as it would appear. In a number of instances Congress has by legislation given the authority to settle certain claims to the particular agency involved.

For example, the Treasury Department, Internal Revenue Service, has the authority to make refund of taxes, and to make assessments of additional taxes. The Veterans' Administration has the final authority for determining disability payments to veterans.

Also, the Comptroller General must prescribe the principles, standards, and related requirements for accounting to be observed by the executive agencies.

In addition, the Comptroller General is required by law to give a decision at the request of the head of a department or agency, or to a certifying or disbursing officer in advance of any payment which is proposed to be made as to legality of the proposed payment.

Such a request for decision can involve the legality of an individual payment or the legality of an entire program.

When the Comptroller General renders a decision it is binding on the executive branch of the Government.

TYPE OF CHECKING DONE

Senator MONRONEY. Your position is to make spot checks, is it not? This is not a general accounting to postaudit all Government departments and Government accounts?

Mr. CAMPBELL. That is correct.

Senator MONRONEY. That would be impossible, wouldn't it?

Mr. CAMPBELL. Yes, sir.

Senator MONRONEY. You would have to have an office a hundred times bigger than this; so instead you have the power to drop in and check any department anywhere that you question?

Mr. CAMPBELL. Yes, sir.

GI OVERPAYMENTS

Senator MONRONEY. I think it has proven very effective through the years, but there is one thing at this point that I would like to ask you about.

I get, and I am sure Senator Bartlett gets and many other Members of the Congress, letters from some GI who has been discharged and after 6 or 7 years and a family growing up he finds that through no fault of his own but through an error in his pay he was overpaid \$100 or \$200 or \$300 or \$400 due to misinterpretation of orders or something of that kind.

Apparently you have a staff completely devoted to carrying that on, even though the statute of limitations would have normally run in all kinds of other claims.

DEBT COLLECTING ACTIVITY

Mr. CAMPBELL. We do; we are required by law to pursue such debt claims; it is a debt collection activity which of course doesn't belong in our kind of office, but this is what the law requires of us.

The agencies frequently make these errors in payments. There are millions of dollars of such errors—this happens in our own families—where a young man in the service receives a check and doesn't know whether the check is correct or not and then some years later it is discovered an error has been made through no fault of his own. The agency or department will perhaps make an attempt to collect the debt and failing it has to come to us for collection.

Senator MONRONEY. Are the agencies doing that? I thought it was the GAO that was actually going through all pay records and everything. Couldn't there be a de minimis cutoff or something?

Mr. CAMPBELL. These debt cases are referred to us by the departments and agencies.

Senator MONRONEY. These particular claims. Is that correct?

Mr. CAMPBELL. Yes, sir.

Senator BARTLETT. You haven't audited out the error?

Mr. CAMPBELL. These are debt cases which generally come out of, for example, the Army's Indianapolis Finance Office and are sent into us as uncollectible claims.

PROPOSED LEGISLATIONS COVERING WAIVERS

Mr. KELLER. I might mention, Mr. Chairman, legislation has passed the House on two occasions in recent years which would grant authority to waive this type of indebtedness, but it has never received favorable consideration by the Senate.

AMOUNT INVOLVED IN MILITARY PERSONNEL DEBT CLAIMS

Senator MONRONEY. What is the amount that you would collect on this type of military personnel, say for wartime service? Would that be the figure of \$4.5 million for general claims?

Mr. KELLER. It would be in the \$4.5 million but only a part of that.

Senator MONRONEY. If you could find out the least amount I think it would be helpful to have it in the record as it is, without any error on the part of the serviceman, and after he has acquired a family and heavy obligations, he then gets hit with a \$400 or \$800 back claim. It sometimes almost wrecks a family.

Mr. CAMPBELL. That is right.

(The information referred to follows:)

DEBTS OF FORMER ARMED SERVICE PERSONNEL REPORTED TO GAO BY DEPARTMENT OF DEFENSE, FISCAL YEAR 1963

Department	Items	Amount
Air Force.....	4,316	\$1,394,407.24
Navy.....	2,255	759,017.71
Marine Corps.....	876	193,774.00
Army.....	10,771	3,188,472.69
Total.....	18,218	5,535,671.64

Collections by Claims Division on debts of former armed service personnel, fiscal year 1963

Washington.....	\$731,138.82
Indianapolis.....	655,330.16
Total.....	1,386,468.98

While collections during a particular fiscal year do not necessarily relate to debts reported here during that same fiscal year, the above statistics indicate a recovery of slightly in excess of 25 percent of the dollar total of debts reported here. This is consistent with our past experience in this type of indebtedness.

Senator MONRONEY. I wonder if you don't use up more personnel and have more expense than you recover.

Mr. CAMPBELL. It is quite close to it sometimes.

Senator MONRONEY. In other words, you have a cutoff of amount where it would be foolish to go beyond.

Mr. KELLER. Mr. Chairman, we have certain minimums.

AVERAGE SIZE OF DEBT CLAIM

Mr. CAMPBELL. When I first came into the Office we had about 175,000 of these debt claims pending. We are now down to, I think, about 35,000, which is still too many.

Senator MONRONEY. What do they average out at?

Mr. CAMPBELL. Oh, I would say hundreds of dollars, probably \$200 to \$300.

Mr. KELLER. The military pay would probably average less than \$300, but we have other types, such as those referred to us by the Veterans' Administration resulting from defaults on GI loans, which would average around \$800.

Mr. CAMPBELL. We have found that many of these claims are in existence due to the fact that the agency has not worked along with the debtor and come to some arrangement and the matter gets complicated and finally they send it to us.

Senator MONRONEY. To me the great value of the GAO is that with company A manufacturing armament or space equipment, things running into hundreds of millions of dollars, the fear of being audited and knowing the likelihood of an inquiry justifies your effort, whereas if your skilled men are used for the purpose of collecting smaller overpayments to GI's, it seems to me that is not a very good utilization of personnel. It probably costs more to collect than we get from them.

DEFENSE DEPARTMENT ERRORS

Mr. CAMPBELL. What I have been concerned about is we have not been able to stop the errors being made in the Defense Department. It may be that the errors could be up in the \$25 or \$30 million area. It frequently happens that these debts are errors by military departments.

Senator MONRONEY. In wartime under field conditions it is quite understandable there will be errors. The appropriations for the fiscal year 1964 is \$45,700,000. The House report indicates approximately \$1,030,000 of this sum will not be obligated during the year. Is this figure accurate?

Mr. CAMPBELL. I think that is about right; yes, sir.

ESTIMATE OF POSSIBLE UNOBLIGATED FUNDS, 1965

Senator MONRONEY. Is there any way for you to estimate how much of the amount allowed you by the House for fiscal year 1965 will be unobligated at the end of fiscal year 1965?

Mr. CAMPBELL. I think that would be difficult for us to say at this time, primarily because we have lost a great many men in the last 12 months to the military.

As I pointed out, we have 130 young men now who are in military service, usually for 6 months. We expect they will be back.

RATE OF GROWTH OF AGENCY

Senator MONRONEY. Would you detail or submit for the record the rate of growth of your agency during the last 10 years in terms of increase in personnel, and total appropriations requested for the same period, and also the amounts approved?

Mr. CAMPBELL. We will be glad to submit those figures.

I might say, however, that the agency has in the last 10 years, that is, since June 30, 1954, decreased in personnel from about 5,900 to about 4,600 as of June 30, 1963. This is quite contrary to the trend in the Government as a whole.

(The information referred to follows:)

Employees on rolls on June 30

Year	Accountants, auditors, and investigators	Others	Total
1954.....	1,340	4,573	5,913
1955.....	1,431	4,345	5,776
1956.....	1,446	4,106	5,552
1957.....	1,642	3,881	5,523
1958.....	1,764	3,625	5,389
1959.....	1,792	3,411	5,203
1960.....	1,850	3,224	5,074
1961.....	2,004	2,986	4,990
1962.....	2,002	2,761	4,763
1963.....	2,156	2,503	4,659

APPROPRIATIONS		ESTIMATES	
1954.....	¹ 31,981,000	1954.....	32,000,000
1955.....	31,981,000	1955.....	32,200,000
1956.....	31,981,000	1956.....	32,100,000
2d supplemental (pay act).....	1,500,000	2d supplemental (H. Doc. 341).....	1,500,000
1957.....	34,000,000	1957.....	34,581,000
1958.....	36,050,000	1958.....	37,800,000
1958.....	959,546		
1959.....	37,000,000	1959.....	38,300,000
2d supplemental (pay increase).....	2,020,500	Pay increase.....	2,245,000
1960.....	41,800,000	1960.....	41,869,000
1961.....	41,150,000	1961.....	41,150,000
3d supplemental (pay increase).....	1,029,000	Pay increase.....	1,029,000
1962.....	43,000,000	1962.....	43,000,000
1963.....	43,900,000	1963.....	43,900,000
1964.....	45,700,000	1964.....	46,850,000
		1965.....	47,200,000

¹ And not to exceed \$300,000 of unobligated balance in 1953 continued available in 1954 in the Supplemental Appropriation Act, 1954.

TOTAL COLLECTIONS

Senator MONRONEY. Yes, sir. We are talking about page A-2 of the justifications showing the collections by or through the General Accounting Office, 1950-63. The totals collected under the various heads are lower for the last fiscal year, fiscal year 1963, than for any other year.

I believe you answered Senator Saltonstall and explained most of that was in the freight account, which accounts for nearly \$13 million of that difference.

Mr. CAMPBELL. That is correct. These are cash collections; and we are now on a current basis in auditing our carrier accounts.

RENEGOTIATION OF CONTRACTS

Senator MONRONEY. The renegotiation of Government contracts is done by another agency and not by you, is it not, to determine whether the company made an excessive profit?

Mr. CAMPBELL. By the Renegotiation Board; yes, sir.

Senator MONRONEY. You have nothing to do with that?

Mr. CAMPBELL. No.

Senator MONRONEY. And only if you were asked to go into an investigation by the Department of Defense or the Space Agency would you have an audit of their profits or have knowledge of whether the costs were excessive?

Mr. CAMPBELL. No; we have not made any examination of overall profits of any contractor. Our investigation and examinations are confined to individual contracts or groups of contracts which they may have with the Government.

Senator MONRONEY. I mean if they have a group of contracts to supply a certain item in large numbers—

Mr. CAMPBELL. We might cover all of them.

Senator MONRONEY (continuing). You would cover the whole thing?

Mr. CAMPBELL. Yes, sir.

RECOVERIES OF FUNDS

Senator MONRONEY. I would like to have A-2, if it is all right with Senator Bartlett, printed in the record, the table showing the recoveries.

(The information referred to follows:)

Collections by or through the efforts of the General Accounting Office, 1950-63

Fiscal year	General audit	Transportation audit	General claims	Investigations ¹	Postal accounts and claims	Total collections
1950	\$14,641,573	\$19,535,714	\$4,945,985	\$2,669,941	² \$992,064	\$42,785,277
1951	11,005,524	27,522,248	7,491,969	1,786,433	² 251,054	48,057,228
1952	9,362,289	36,753,273	9,078,162	643,646	-----	55,837,370
1953	10,944,441	37,625,824	7,363,035	1,236,210	-----	57,169,510
1954	12,659,469	40,755,453	7,894,527	593,642	-----	61,903,091
1955	9,924,326	38,512,444	6,015,285	902,766	-----	55,354,821
1956	8,420,032	52,097,027	7,387,496	401,479	-----	68,306,064
1957	7,793,664	47,654,842	10,426,025	-----	-----	65,874,531
1958	19,304,961	40,162,361	7,423,618	-----	-----	66,890,940
1959	18,648,471	29,535,058	8,375,565	-----	-----	56,559,094
1960	14,690,848	21,544,880	7,233,236	-----	-----	43,438,964
1961	8,970,000	24,070,443	4,878,297	-----	-----	37,918,740
1962	13,823,090	28,159,888	6,233,491	-----	-----	48,219,379
1963	8,679,000	15,959,913	4,528,372	-----	-----	29,167,285
Total	168,840,628	459,889,368	99,275,063	8,234,117	1,243,118	737,482,294

¹ Consolidated with accounting and auditing functions as of July 1, 1953, and reported under general audit in fiscal year 1957.

² Does not include collections for accounts with foreign countries and in fiscal year 1951 represents collections to Nov. 14, 1950, date of function transfer to Post Office Department.

Senator MONRONEY. I was interested in that portion of your justification entitled, "Other Benefits Resulting from the work of the General Accounting Office Identified During the Fiscal Year 1963," which I think might be well to incorporate in the hearing record at this point.

(The information referred to follows:)

OTHER BENEFITS RESULTING FROM THE WORK OF THE GENERAL ACCOUNTING OFFICE IDENTIFIED DURING THE FISCAL YEAR 1963

Collections of \$29,167,285 made in the fiscal year 1963, as shown in the foregoing schedule, do not reflect all the beneficial efforts of the work of the General Accounting Office. Other benefits, exclusive of collections, resulting from the work of the General Accounting Office, totaling \$218,380,000, are listed below.

These financial benefits were identified during the fiscal year 1963 and consist of realized or potential savings in Government operations directly attributable to action taken or planned on findings developed by the General Accounting Office in its examinations of agency and contractor operations. In most instances, the potential savings are based on estimates and for some items the actual savings to be realized are contingent upon future actions or events.

The list does not include other benefits resulting from the work of the General Accounting Office that are not readily measurable in financial terms nor does it generally include repetitive benefits from actions taken on General Accounting Office findings prior to the fiscal year 1963.

SUPPLY MANAGEMENT

Savings resulting from procuring competitively or directly from the actual manufacturers items previously purchased noncompetitively from sole source suppliers-----	\$55,106,000
Savings resulting from cancellation of plans to purchase materials for which there was no immediate or foreseeable need-----	38,946,000
Savings resulting from the transfer of excess material to agencies or contractors for use in lieu of making new procurements-----	15,054,000
Savings resulting from preventing premature disposal of equipment and canceling planned purchases of replacement equipment-----	12,400,000
Savings resulting from adjustment of prices under existing contracts or proposed amendments-----	4,754,000
Savings resulting from conversion from central procurement, storage, and distribution of electric lamps to procurement from local suppliers as needed-----	2,233,000
Savings resulting from acquiring title to or establishing accounting control over Government-owned material in hands of contractors-----	1,220,000
Other savings in supply management-----	28,000

PROFICIENCY FLYING

Savings in fiscal year 1963 in aircraft operating and maintenance expenses resulting from excusing certain rated officers from flying as authorized by sec. 614, Public Law 87-144. (The estimated savings included in our previous annual report for the fiscal year 1962 was \$13,300,000.)-----	32,600,000
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COMMUNICATIONS

Savings resulting from the consolidation and reconfiguration of Department of Defense communications circuits. Instead of being charged for communication services at rates applicable to 25 customers, the Department, as one customer, receives the advantage of reduced rates applicable to larger customers-----	22,500,000
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PAYMENTS TO GOVERNMENT EMPLOYEES, VETERANS, AND OTHER INDIVIDUALS

Annual savings resulting from use of highway mileage in lieu of rail mileage in computing distances traveled for purposes of reimbursing military personnel and their dependents for travel costs-----	6,000,000
Annual savings resulting from change in basis and method of determining compensation for substitute and temporary postal employees-----	2,190,000
Savings resulting from reductions in future payments for retirements, disability, and old-age insurance benefits arising from correction of erroneous awards-----	760,000
Annual savings resulting from revision of allowances for housing and packing and unpacking shipments of household goods-----	753,000
Savings resulting from reduction in future payments for Veterans' Administration compensation benefits arising from discontinuance of erroneous claims-----	129,000
Savings resulting from correction of erroneous pay and allowance computations and records-----	68,000

MANPOWER UTILIZATION

Savings in manpower resulting from the closing, consolidation, or reduction in staff of installations and offices staffed in excess of actual needs----- \$6, 858, 000

CONSTRUCTION COSTS

Savings in construction costs resulting from relocation of a site for an aviation facility (\$3, 400, 000) and cancellation of construction of cottages for employees (\$109,000)----- 3, 509, 000

LOANS, CONTRIBUTIONS, AND GRANTS

Reduction in Government's share of cost of slum clearance and urban renewal projects resulting from reduction or elimination of non-cash grant-in-aid credits to local public agencies----- 2, 300, 000

Increase in interest income under foreign currency loan agreements resulting from change in method of computing interest----- 1, 900, 000

Reduction in Government's contributions for construction of low-rent housing resulting from reduction in cost of construction----- 229, 000

Reduction in Federal matching funds for public assistance programs resulting from revision of plan for allocating administrative expenses between matchable and nonmatchable programs----- 264, 000

MILITARY ASSISTANCE PROGRAM

Reduction in overall program requirements due to withdrawal of dollar credits to NATO countries for procurement of supplies in excess of countries' need----- 2, 554, 000

MULTIPLE-PURPOSE WATER PROJECTS

Increase in the recoverable cost of multiple-purpose water resource projects due to change in basis of computing and recording interest during construction on the Government's investment in such projects----- 1, 690, 000

MAINTENANCE COSTS

Savings from maintaining certain mobilization reserve production facilities in a lower state of readiness than the unnecessarily high state of readiness previously maintained----- 970, 000

Savings in maintenance and management of properties acquired under Veterans' Administration loan guarantee program resulting from revised procedures and controls----- 603, 000

MUTUAL EDUCATIONAL AND CULTURAL EXCHANGE PROGRAM

Reduction in appropriation requests for the fiscal year 1964 for the mutual educational and cultural exchange program resulting from giving effect to unobligated reserve funds from prior years----- 1, 100, 000

LEASING AND RENTAL COSTS

Savings in cost of leased space due to consolidation of offices occupying Government-owned space, thus increasing the amount of Government-owned space available and reducing requirements for leased space----- 300, 000

Savings in rental costs for automatic data-processing equipment (ADP) resulting from the installation of a timing device to more accurately record ADP equipment time usage on which rental was based----- 175, 000

Savings in ADP equipment rental resulting from elimination of depreciation charges from rental rates----- 60, 000

OTHER ITEMS

Additional revenues due to increase in permit fees for summer home sites in national forests (\$14,000), changes in rates for housing, quarters, and subsistence (\$112,000), and correction of errors involving sales prices of Government-owned timber (\$62,000)-----	\$288,000
Savings resulting from consolidation of ocean terminal operations--	278,000
Miscellaneous items under \$100,000-----	561,000
Total other benefits-----	218,380,000

PROCEDURES IN TABULATING SAVINGS

Senator MONRONEY. This is a listing of savings effected based on findings developed in your examinations of agency or contractor operations.

Will you elaborate a little bit on the procedures involved here?

Mr. CAMPBELL. This tabulation has been a practice in our office for the last few years in an attempt to measure the effect of the programs which we have instituted. The items mentioned here are specific cases in which we have shown that either the agency procedure has been faulty or inaccurate in some way, and if they had followed proper procedures this money would have been saved to the Government.

These usually are on an annual basis and, therefore, it is difficult to say that this is a maximum figure, because many, many of these are of a recurring kind and would have recurred for years had they not been discovered at this time.

Senator MONRONEY. There is a long and very important list of items, and I believe it would be well to incorporate that whole list, don't you, Senator Bartlett?

Senator BARTLETT. I do.

Senator MONRONEY. Down through A-6. It shows that these savings can run up into tremendous amounts.

LARGER SAVINGS ANTICIPATED

Mr. CAMPBELL. I think for this fiscal year, Mr. Chairman, it will be larger.

Senator MONRONEY. These would be savings reflected annually in various agency or departmental accounts.

Mr. CAMPBELL. In general they should be; yes.

Senator MONRONEY. It isn't clear to me why such savings could not have been effected through the various departments' own accounting procedures. Would you distinguish between your agency's responsibility in this regard and the various department's?

Mr. CAMPBELL. These savings are not fundamentally accounting problems. Many of these savings are due to contracting procedures or lack of proper procedure. Many of them are management problems.

MANAGEMENT AREA INVESTIGATIONS

For instance, on the second page of this listing in reference to proficiency flying, it would not be an accounting problem as such. This is a matter of management.

Our effort now is more and more in the management area. Accounting we use as a tool to find where the management errors may exist.

Senator MONRONEY. In other words, you are moving in the process from a postaudit to a prespending position in this type of work which does offer great hope of saving the money before spent or eliminating the recurring costs before they become habitual and perhaps go unnoticed in certain agencies.

Mr. CAMPBELL. In effect that is correct. That particular matter, proficiency flying, has been considered by the department involved, and therefore if correction is made then for years to come it will eliminate tremendous expense.

EXAMPLE OF SAVINGS BY SITE RELOCATION

Senator MONRONEY. On page A-5 you say a savings of \$3,400,000 was effected as a result of relocating a site for an aviation facility. What facility was that? That is the second item.

Mr. CAMPBELL. I am not sure if I remember what that was. Mr. Powers may have the details among his papers.

Mr. POWERS. I believe it was in connection with a facility for Coast Guard at or near Boston, Mass., where insufficient consideration had been given to alternate sites in the Boston area.

PROCEDURE IN ASSIGNMENT TO COMMITTEES

Senator MONRONEY. Getting back to the assignment of your personnel to congressional committees, the 181, I believe Senator Bartlett has a question.

Senator BARTLETT. I do have a question on that point. The law provides:

No committee shall appoint to its staff any experts or other personnel detailed or assigned from any department or agency of the Government, except with the written permission of the Committee on Rules and Administration of the Senate or the Committee on House Administration of the House of Representatives, as the case may be.

Is that procedure always followed in the assignment of GAO personnel to congressional committees?

Mr. CAMPBELL. I think in general as far as I know it is true with respect to the Senate. The Senate Rules Committee approves the expenditure for reimbursement to us, with the exception of course of the Committee on Government Operations of the Senate, which, along with the Committee on Appropriations we are required by law to serve. However, the Committee on Appropriations usually reimburses us.

Senator BARTLETT. But aside from reimbursement, the provision of law quoted here says that no committee shall appoint to its staff any experts without the prior permission of the Committee on Rules.

Is that provision adhered to uniformly?

Mr. CAMPBELL. As far as our Office is concerned?

Senator BARTLETT. Yes.

Mr. CAMPBELL. When we lend men to the committees?

Senator BARTLETT. Yes.

Mr. CAMPBELL. I believe it is in general on the Senate side. On the House side, however, it isn't.

Senator BARTLETT. The law apparently applies equally to both Houses.

Senator MONRONEY. Yes, it specifically says that.

Senator BARTLETT. I wonder if you will be good enough to look into this and prepare a statement for the record.

Mr. CAMPBELL. Yes, sir.

(The information referred to follows:)

MEMORANDUM ON PROCEDURE IN COMMITTEE ASSESSMENT

The provision of law quoted by Senator Bartlett is a part (sec. 202(f)) of the Legislative Reorganization Act of 1946, 60 Stat. 812, 835 (2 U.S.C. 72a(f)). That act resulted from a "Report of the Joint Committee on the Organization of Congress" (No. 1011) dated March 4, 1946. On page 10 of that report there appears the following statement:

"No committee should be allowed to borrow personnel or experts from executive agencies without the express permission of the Committee on Administration. We feel that the current custom of borrowing personnel is neither economically sound nor politically wise. Whatever staff Congress needs should be employed by Congress itself with qualifications meeting our specifications and they should work for Congress alone. We do not see the sense of appropriating money to Government agencies and asking them to hire the personnel we need."

When S. 2177 (the bill which became the Legislative Reorganization Act of 1946) was introduced the provision concerned with details and assignments to committees from departments and agencies provided then as it does now that "No committee shall appoint to its staff any experts or other personnel detailed or assigned from any department or agency of the Government, except with the written permission of the Committee on Rules and Administration of the Senate or the Committee on House Administration of the House of Representatives as the case might be."

Section 2 of Senate Resolution No. 77, as amended by Senate Resolutions 201 and 210, 79th Congress, requires the Senate committees and subcommittees to reimburse agencies not less than quarterly for the salaries of department and agency employees detailed or assigned to committees and subcommittees from funds available for that purpose. The rule provides:

"Whenever the head of any department or agency of the Government shall have detailed or assigned personnel of such department or agency to the staff of any Senate committee or subcommittee thereof, the appropriations of such department or agency from which the personnel so assigned or detailed is paid shall be reimbursed from funds available to the committee or subcommittee at the end of each quarterly period in the amount of the salaries of such personnel while on such detail or assignment; and the services of any personnel so detailed or assigned shall not be accepted or utilized unless, at the time of such detail or assignment, funds are available to such committee or subcommittee for the reimbursement of appropriations, as herein provided, for the period of such detail or assignment."

Section 202(f) of the Legislative Reorganization Act of 1946 is implemented in the House of Representatives by the rules of the House Committee on House Administration entitled "Regulations, Standing, Special, and Select Committees, Expenses Paid From the Contingent Fund, Reporting Expenses incurred outside the United States" (revised, Aug. 9, 1961), as follows:

PERSONNEL DETAILED FROM GOVERNMENT DEPARTMENTS

"1. Under section 202(f) of the Legislative Reorganization Act of 1946 experts and other personnel may be acquired by committees of the House of Representatives by loan from Government departments or agencies, with the prior written permission of the Committee on House Administration.

"2. The agreement with the Government department furnishing the personnel should include estimated period of assignment and terms of reimbursement to the department for the individual's salary and travel expense. If it is necessary for the committee to pay the individual's travel expense, a certification that the Government department concerned has not and will not be charged for such expense must be included on the individual's travel reimbursement voucher.

"3. For the convenience of the committees of the House of Representatives, the Committee on House Administration has entered into an agreement with the

Librarian of Congress under which Library personnel (experts in their respective fields) may be loaned to committees of the House by the Legislative Reference Service for a maximum period of 2 months without expense to the committee. If the services of such personnel are retained longer than 2 months, the Library of Congress will be reimbursed from the committee's funds for the employee's salary for such time as he is employed by the committee."

We think it may be reasonably concluded from the foregoing that committees and subcommittees are expected to obtain permission from the House Committee on Administration or the Senate Committee on Rules and Administration to have experts and other personnel from departments and agencies detailed or loaned to their staffs. The responsibility for compliance is placed on the committees.

The legislative history of the Budget and Accounting Act, 1921, indicates that there was a strong feeling that the services of the General Accounting Office would be particularly useful to the committees of both Houses having jurisdiction over revenue, appropriations, or expenditures. There was included, therefore, in section 312(b) a requirement that the Comptroller General shall at the request of such committee furnish "assistants from his Office to furnish such aid and information as it may request." We consider requests from such committees as an obligation to be fulfilled to the best of our ability and have assigned personnel to them on a reimbursable or nonreimbursable basis depending upon the instruction of the chairman concerned.

AUDITS IN LEGISLATIVE ESTABLISHMENT

Senator MONRONEY. What audits do you perform of the agencies and funds in the legislative establishment appropriation bill other than for the House of Representatives?

Mr. CAMPBELL. On the Senate side we audit the recording studio revolving fund, the restaurants, the barber shop, and the beauty shop. Then also on the Senate side we centrally audit the vouchers relating to salaries, mileage, and expense allowances of Senators.

Senator MONRONEY. How about the committees?

Mr. CAMPBELL. We audit the salaries of officers and employees of the Senate, clerk hire of the Senators, and other expenditures, including expenditures of the Senate stationery room.

Senator MONRONEY. The stationery room is audited?

Mr. CAMPBELL. Yes. What was your question?

Senator MONRONEY. The stationery room, and I was asking about the committees, if all of their expenses, incidentals, and travel were audited.

Mr. CAMPBELL. I think that would come in the category of the officers and employees of the Senate.

CALL FOR LISTS OF LEGISLATIVE AUDITS

Senator MONRONEY. Would you list for the record all of the accounts that you audit regularly? You feel it is a comprehensive audit of all of the financial affairs of the Senate?

Mr. CAMPBELL. On the legislative side.

Senator MONRONEY. Because of the comity between the two Houses which has a bearing as to the competency and the completeness of the Senate.

Mr. CAMPBELL. I have a statement that we could put in the record which covers the entire legislative area.

Senator MONRONEY. To whom are these audits, when made, submitted?

Mr. POWERS. They are shown in the right-hand column.

Senator MONRONEY. It seems to me that these should be filed also with either the Rules Committee, the Administration Committee, or the Appropriations Committee of the other body.

In other words, the audit is made and then the report is submitted to the officer of the Senate under whose supervision they are.

Mr. CAMPBELL. I don't know why it shouldn't be if it were requested to be filed that way. We have no particular point in doing it that way. If the committee requests it we could submit it to the committee.

Senator MONRONEY. This audit schedule will be put in the record. (The audit referred to follows:)

Audits made of congressional activities or offices and whether by statute or by request

Audit	Type	Authority	Addressee of reports
U.S. Senate: Recording studio revolving fund.	Financial	Request of Committee on Rules and Administration.	Sergeant at Arms.
Restaurants	do	Act of July 6, 1961 (40 U.S.C. 174j-5).	Architect of the Capitol.
Barbershop	do	Request of Sergeant at Arms.	Sergeant at Arms.
Beautyshop	do	do	Do.
U.S. House of Representatives: Disbursing Office	do	Request of Clerk of the House.	Clerk of the House, chairman, Committee on House Administration.
Recording studio revolving fund.	do	do	Do.
Restaurant	do	Act of October 9, 1940 (40 U.S.C. 174k).	Architect of the Capitol.
Sergeant at Arms	Financial (semi-annual).	Act of July 26, 1949 (2 U.S.C. 81a).	Speaker of the House, Sergeant at Arms.
Stationery room, revolving.	Financial	Request of Clerk of the House.	Clerk of the House, chairman, Committee on House Administration.
Other: Joint Committee on Atomic Energy.	do	Request of Executive Director of the Committee.	Chairman, Joint Committee on Atomic Energy.
Capitol guide force	do	Request of Chairman, Capitol Police Board.	Chairman, Capitol Police Board.
Government Printing Office.	do	Accounting and Auditing Act of 1950 (31 U.S.C. 67) and Legislative-Judiciary Appropriation Act, 1954 (44 U.S.C. 63).	Speaker of House and the President pro tempore of the Senate. President of the United States, Joint Committee on Printing, Public Printer.

Also, on a selected basis, the accounts and related documents of the following activities are audited centrally in the General Accounting Office.

U.S. SENATE

Salaries, mileage, and expense allowances of Senators.

Salaries of officers and employees of the Senate, clerk hire of Senators, and other expenditures, including expenditures of the Senate recording studio and Senate stationery room (when not audited at the site).

U.S. HOUSE OF REPRESENTATIVES

Salaries of officers and employees of the House, clerk hire of Members, and other expenditures, including expenditures of the House recording studio and the House stationery room (when not audited at the site).

ARCHITECT OF THE CAPITOL

Activities other than Senate and House of Representatives restaurants.
Library of Congress.
Permanent Committee for the Oliver Wendell Holmes Deviser.
U.S. Botanic Garden.

SECTION 105, HOUSE BILL

Senator MONRONEY. You are aware of course of the section that was included in the bill on the floor of the House of Representatives. It reads:

SEC. 105. The expenditure of any appropriations under this Act by any committee of the Congress or by the Architect of the Capitol shall be limited to those committees and to those funds and contracts supervised by the Architect of the Capitol where such expenditures are a matter of public record and available for public inspection.

The Architect of the Capitol is concerned that this language can have an adverse effect in the interest of the Government on change orders, and construction, and negotiations, and on contracts for a building, and things of that kind.

Would you please comment generally on this section?

Mr. CAMPBELL. Mr. Chairman, our General Counsel's Office has been very busy on that problem; Mr. Keller, I think, has a statement that might help in the discussion.

Senator MONRONEY. Yes, sir.

Mr. KELLER. Mr. Chairman, we have examined quite carefully the language of section 105 of the bill as passed by the House and we have also discussed the language with the Architect of the Capitol at the Architect's request. Of course the question of whether or not expenditures of committees of the Congress and the Architect should be made a matter of public record and available for public inspection is for decision by the Congress.

However, section 105 is a limitation on the use of funds and the General Accounting Office will in all probability eventually have to rule as to whether in a particular instance the section is or is not being complied with—assuming, of course, the section is enacted into law.

LANGUAGE RAISES QUESTIONS

The language of section 105 as passed by the House raises certain questions of interpretation. The first which occurs to us is what is the meaning of the word "expenditure" as used in the language of the section.

Does it refer to a cash disbursement, or does it refer to accrued costs or expenditures? As a practical matter we think it proper to consider the word as meaning "cash disbursement."

Second, what interpretation should be given the words, and I quote—a matter of public record and available for public inspection.

Various expenditures of the Congress are now available to the public by means of reports showing amount, payee, and purpose. The question arises will such reports as are presently being made be considered as compliance with the section, or will the actual vouchers, payrolls, contracts, and supporting papers have to be made available?

CONCERN OF ARCHITECT OF CAPITOL

This question is of particular concern to the Architect of the Capitol. A good part of the Architect's funds are spent on construction and maintenance contracts, under which change orders and other claims normally develop. The Architect is of the view, and we share that view, that section 105 as presently worded might be interpreted as allowing a contractor to have access to all files of the Architect, bearing on such change orders or claims, including change orders and claims in dispute.

This could have the effect of abetting claims against the Government in that the contractor would have accessible to him not only his own supporting information, but also all of the evidence developed and to be used by the Government in the negotiation and settlement of such change orders and claims.

This would certainly give the contractor an unwarranted advantage over the Government. Normally such information is made available to board of contract appeals or under subpoena to a court.

TIME OF RELEASING RECORD

The third question which arises is: When do the records have to be made available to the public. Clearly, they would have to be made available within a reasonable time.

However, people differ as to what is "reasonable." A quarterly disclosure might be sufficient. A longer period might seem unreasonable. The reports presently being made by the Senate and the House of Representatives vary. Some are made quarterly and some are made annually.

We think it would be quite helpful if these questions could be clarified by either a language change in section 105 or a statement of intent in the committee report.

Senator MONRONEY. I think what the committee is very interested in is to be absolutely certain that proper auditing functions of the accounts of the Congress are carried out by the Comptroller General or by some auditing function.

I do not believe the intent of 105, as amended, was to unnecessarily embarrass the Government in disclosing items that would be helpful to people processing claims, or adjustments in contracts, or other items dealing with construction, but does your audit today of the Architect's accounts come forth with the full disclosure of all of the activities that he engages in?

PRESENT AUDITING OF VOUCHERS OF ARCHITECT

Mr. KELLER. At the present time the vouchers of the Architect, and the contracts are sent to the General Accounting Office for audit. We perform a financial audit. Our audit does not go into the wisdom of the expenditures. It is directed to the legality and accuracy of the payments.

Senator MONRONEY. All of the legal matters are fully checked and the same care in dealing with all accounts that would be given to any

other Government agency is followed in your auditing of the Architect's account?

Mr. CAMPBELL. I think it is fair to say that the kind of audit that we make of the Architect's office is somewhat similar to the financial audit which you would expect as between a stockholder group and a corporation. It isn't comparable to the kind of audit we make for the Government with respect to an industrial company where we go into not only the financial transactions, but also the performance under a contract.

Senator MONRONEY. In other words, you audit not only, in the industrial sector, for the accuracy of books and the legality of expenditures, but the wisdom of expenditures?

Mr. CAMPBELL. Yes, sir.

Senator MONRONEY. With respect to the Architect's Office, for example, or the other audits you make up here, they are complete so far as the examination of whether the money was legally spent and properly disbursed and properly received. Is that correct?

Mr. CAMPBELL. I think that is a fair statement; yes, sir.

POSSIBLE RECOMMENDATIONS TO SENATE

Senator MONRONEY. Is there anything that you would recommend or that you would care to recommend after some further study as to how the committee in the consideration of this bill could improve the auditing characteristics, particularly of the Architect and the senatorial funds?

Mr. CAMPBELL. Well, we would like to consider that and give you a statement, if we may.

Senator MONRONEY. Would you study that and see if there are any deficiencies you might find in our present system that would be improved so that we might better safeguard public funds through improvement or change in our auditing techniques?

Mr. CAMPBELL. Yes, sir.

(The information referred to will be found on p. 368 of these hearings.)

PRESENT HANDLING OF SENATE VOUCHERS

Senator MONRONEY. As I understand, every voucher for the Senate is now printed, I think annually submitted to you, and you audit all of the Senate vouchers I believe of the Secretary of the Senate.

Mr. CAMPBELL. They come into our office, yes.

Mr. KELLER. They are probably sent to us on a quarterly basis.

Mr. CAMPBELL. On a current basis they are sent over to us.

Mr. KELLER. However, as I mentioned, Mr. Chairman, insofar as section 105 is concerned both the Senate and the House now make rather detailed reports as to their expenditures, but I don't believe, either make the vouchers available for public inspection.

Senator MONRONEY. They have the vouchers in the office. The public inspection could be very time consuming or result in loss of records, whereas what I wanted, and perhaps the author of 105, was to be sure the auditing function is carried out to its fullest. I believe this was offered as a substitute for the Comptroller General to audit the books of the House.

Mr. KELLER. That is correct. As I recall, Mr. Chairman, the original amendment did call for an audit but it was objected to on a point of order and the present section 105 was substituted for it.

LATEST SENATE AUDITS

Senator MONRONEY. Yes. We would appreciate very much if you could help us to recommend. Would you furnish the committee with a copy of each one of the latest audits of the senatorial establishment?

Mr. CAMPBELL. Yes, sir.

Senator MONRONEY. Then also the Architect of the Capitol.

Mr. CAMPBELL. Yes, sir.

(The information referred to follows:)

The following audit reports issued since July 1, 1962, were delivered to the chairman, Subcommittee on Legislative Branch, Committee on Appropriations:

1. Report on audit of the Senate recording studio revolving fund, fiscal year 1962, B-125079, November 23, 1962.
2. Report on audit of U.S. Senate restaurants for the period August 1, 1961, through June 30, 1962, B-114871, January 21, 1963.
3. Report on audit of the operations of the Senate office beauty shop for the calendar year 1962, B-133046, May 3, 1963.
4. Report on examination of operations of the Senate employees barbershop for the calendar year 1962, B-133046, May 6, 1963.
5. Report on audit of the Senate recording studio revolving fund, fiscal year 1963, B-125079, October 17, 1963.
6. Report on audit of U.S. Senate restaurants, fiscal year 1963, B-114871, February 27, 1964.
7. Report on audit of U.S. Capitol guide force, calendar year 1963, B-133224, May 8, 1964.

CHANGE IN TRAVEL RESTRICTIONS

Senator MONRONEY. When your appropriation was contained in the independent offices appropriation bill, you were subject to all the general provisions of that bill. Now that your agency has been removed from that bill, you are also removed from certain restrictions. Which ones are they?

Mr. CAMPBELL. The only restriction that I think that we had to contend with was the matter of travel. In other words, we were restricted to the precise amount of travel authorized, even though we might have considerable savings in other areas in the office. That's the most important one and it did affect us 1 year very much because we are a traveling agency.

Senator MONRONEY. You have to go out where the books are.

Mr. CAMPBELL. If they are not mobile they are just not working, so we felt the fewer people we had, the more those people had to travel.

Recently we have done very well. The other restriction has to do with the personnel office, but that doesn't concern us because we are well within the limitations there.

In other words, for every one person engaged in personnel work we must have a staff of 135. We have 27 people in our personnel office so engaged, which is at the rate of 1 to probably 150 or 160 of total staff.

POSSIBLE USE OF COMPUTERS

Senator MONRONEY. As you move more from the postaudit to the preaudit type of work for the committees and to the Congress, is there

any way that computerization could be developed in helping to set up our budgets and help compare the efficiency of one agency with another?

It seems to me that the computers which business is able to use could be used in Government as a helpful guide in appropriating funds, outlining the money actually required and needed by Government departments.

Mr. CAMPBELL. We are sure that the computers can be used for this purpose and should be very helpful in the budgeting. However, as you probably know, we are not involved in the budget-making process at all. The Budget Bureau has not, probably properly so, come to us for advice and assistance as to whether this could be done. I think they have the competence over there to look at this very carefully and do something about it.

I personally feel that there should be an answer to the proper use of computers in the budget-making process.

Senator MONRONEY. This is a problem of course. Congress receives from the Bureau of the Budget its estimates, and we have very little opportunity to go behind those figures and get the basic, raw data as to how the budgets are made. We get few clues as to the efficiency, or effectiveness, of one bureau against another or on the level of personnel required to perform a similar function, one against another, which might give us some guideline, or yardstick, that would be helpful in our consideration of the budget requests.

Mr. CAMPBELL. We might explore that. We do have a joint program.

Senator MONRONEY. With the Bureau of the Budget?

Mr. CAMPBELL. Yes, and the Treasury Department and we may explore this problem in that program.

RENTAL VERSUS PURCHASE OF COMPUTERS

Senator MONRONEY. In sitting on the independent offices appropriation bill we have continually, from almost each department, now requests for computers or requests to change the deal from a rental to a purchase of computers, and it is my understanding that the General Accounting Office, I believe, is the one that is supervising or, rather, at least lending a hand to the standardization of terms, and prices, and all of the computers that are being bought.

Mr. CAMPBELL. We are attempting to do so.

Senator MONRONEY. Are you in on that?

Mr. CAMPBELL. We have suggested very strongly that there be some central point at a very high level—we suggested, for example, the President's Office—to coordinate the buying and leasing of these machines because we think it is becoming more and more expensive to the Government.

We have not been successful although we are now sending up report upon report on the use of EDP and ADP equipment whenever we find them being used in either Government contracting plants or in the agencies; my understanding is that the Bureau of the Budget has another plan and that is that they more or less supervise or centralize this whole policy job in the Budget Bureau.

There has been a suggestion that GSA be the agency to do this.

Senator MONRONEY. We hear more of the GSA than we do—

Mr. CAMPBELL. We rather think that would work out, that GSA would be a very good one if the President's Office will not assume the responsibility.

AVOIDING MANY PURCHASING PROBLEMS

Senator MONRONEY. Would be the ones to determine it, so that we wouldn't have a dozen different purchasing programs, one varying from the other, throughout the Government agencies, probably for the same machinery.

Mr. CAMPBELL. Yes.

Senator MONRONEY. And the service costs of machinery should be in a general line. It is impossible to subject these, I guess, to strict competitive bidding because of the different nature of the computers and the different needs for them.

Mr. CAMPBELL. The market is, not controlled exactly, but is so thin and I do think that the utilization of these machines should be controlled.

In other words, unless they are fairly fully utilized they are very expensive.

Senator MONRONEY. You feel that some competent agency in the Government should perhaps study the actual need for the machine to begin with before the agency is allowed to request of the Congress the purchase of this equipment.

Mr. CAMPBELL. And the sale of the equipment.

Senator MONRONEY. And the terms of the sale, or whether it is better to buy or to rent, or at what point the rental contract should be converted over, and the cost of the servicing of the machines.

Mr. CAMPBELL. And then to follow on after, you also must be sure that when an agency is about to dispose of a machine or turn it back, some other agency could not use that very machine to good advantage.

IMPROVING COMPUTER "MEMORY"

Senator MONRONEY. Chairman Magnuson and I talked about appropriations requests we had in the independent offices appropriations hearings from one department that wanted a considerable sum of money to improve the memory of the computer and its ability to take more data.

EXPENDITURE ANALYSES

You may recall the original Legislative Reorganization Act provided for the GAO to make an expenditure analysis of the executive agencies. This was never implemented because Congress denied GAO's request for funds for that Division.

Mr. POWERS. Section 206 of the Legislative Reorganization Act, requires an expenditure analysis.

Senator MONRONEY. Yes, sir. We were reaching then, as I am reaching now, to find ways of having some expertise in finding high, overstuffed Government expenditures that might be trimmed with a surgeon's knife rather than a meat ax, but you still have no authority?

Mr. CAMPBELL. We have no authority.

Senator MONRONEY. Or no advice?

Mr. CAMPBELL. We see the budget, Mr. Chairman, about the same day you do, perhaps a little after that.

Senator MONRONEY. I think you better stand by to be called back. If you would, make an outline on the best means of properly auditing the congressional accounts, particularly with reference to the Senate, which we control, and the Architect of the Capitol.

AUDITING RESTAURANTS

You audit the cafeterias and the dining rooms I believe you said.

Mr. CAMPBELL. I think right at the moment we are making a survey of the cafeterias on the Senate side.

Mr. POWERS. As I recall, Mr. Chairman, I think we sent a report up on the Senate restaurants about 2 months ago; I can check that out for you, Mr. Chairman.

Senator MONRONEY. You are going to submit that report to this committee?

Mr. CAMPBELL. Yes, as well as other reports referred to and relating to legislative activities.

Senator MONRONEY. I think those should be made a matter of records with the Appropriations Committee, or, if not, with the Legislative Committee which has jurisdiction, which on this side would be the Rules Committee.

Mr. KELLER. The restaurant report now is made to the Architect of the Capitol, according to our list here.

Senator MONRONEY. A copy of that we would like to have come to this committee as well.

We want very definitely to have some system so we can be certain when the audit is made that it represents and reflects the true condition of the funds and disbursements of them, and the legality of expenditures, and would show up anything that was not completely and totally regular. Yet we do not wish to encumber the operation by legislative language that might lead to a complete breakdown of bookkeeping practices by having the books open at all times to inspection of anyone.

QUESTION OF PUBLICATION OF VOUCHERS

Do you think that regular publication, as you say, at certain intervals of all vouchers and the payees on the vouchers, amounts, and the purpose for which they are drawn would comply or agree with the section 105?

Mr. KELLER. I have considerable question as to whether that would comply with section 105 as presently worded.

Senator MONRONEY. Both Houses print, as I understand it, annually all of these vouchers. Is that correct?

Mr. KELLER. They list the payees and the amounts. That does not mean that the vouchers are made available or the supporting documents behind the vouchers.

Senator MONRONEY. But they are made available to you?

Mr. KELLER. Yes, they are made available to us.

Senator MONRONEY. The General Accounting Office. When those vouchers are reported to you they are then published in the annual report?

Mr. KELLER. The information from the vouchers is published but not the Architect's expenditures.

Mr. CAMPBELL. I don't think the Architect's vouchers are published. Of course there are vast numbers of them.

Senator MONRONEY. The time has come to end this meeting. We thank you, Mr. Campbell, for your appearance here this morning and your able staff and for the fine job that you do in being the watchdog of our Federal funds.

We will appreciate very much your attention to this matter of language that would enable us to be certain that we are correcting any defects in our auditing system.

Mr. CAMPBELL. Mr. Chairman, these legislative audit reports requested are the reports that we have issued during the last 12 months?

Senator MONRONEY. Yes, sir; on the Senate side.

Mr. CAMPBELL. Yes, sir. We submit those issued during fiscal year 1963 and since July 1, 1963 to date.

COMMITTEE RECESS

Senator MONRONEY. Yes. Thank you very, very much. The committee will stand in recess until 9 a.m., Saturday.

(Whereupon, at 9:53 a.m., Thursday, May 7, 1964, the hearing was recessed to reconvene at 9 a.m., Saturday, May 9, 1964.)

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LEGISLATIVE BRANCH APPROPRIATIONS FOR 1965

SATURDAY, MAY 9, 1964

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

The subcommittee met at 9 a.m., pursuant to recess, in room 1224, New Senate Office Building, Hon. A. S. Mike Monroney (chairman of the subcommittee) presiding.

Present: Senators Monroney and Hayden.

U.S. SENATE

STATEMENTS OF ROBERT A. BRENKWORTH, FINANCIAL CLERK, U.S. SENATE, AND WILLIAM S. CHEATHAM, ADMINISTRATIVE ASSISTANT TO THE SERGEANT AT ARMS OF THE SENATE

COMPENSATION OF VICE PRESIDENT AND SENATORS

Senator MONRONEY. The Subcommittee on Legislative Appropriations will be in session. Mr. Brenkworth, the disbursing officer of the Senate, and Mr. Cheatham, we welcome you to this Saturday session. We hope we can get back on a regular schedule one of these days when we have a little more time and a few more members present to go into the matters.

The first item on the list is compensation of Vice President and Senators, exactly the same as for the previous year.

Mr. BRENKWORTH. Yes, sir.

Senator MONRONEY. \$2,471,140. Mileage, \$58,370, is exactly the same, is that correct?

Mr. BRENKWORTH. Yes, sir.

Senator MONRONEY. Expense allowance Vice President, majority and minority leaders, \$14,000.

Mr. BRENKWORTH. Yes; sir; the same amount.

Senator MONRONEY. How does that break down?

Mr. BRENKWORTH. \$10,000 for the Vice President and \$2,000 for each of the leaders.

EXPENSE ALLOWANCE IN ABSENCE OF VICE PRESIDENT

Senator MONRONEY. When there is no Vice President, when the Vice President succeeds to the Presidency that \$10,000 is not spent; is that correct?

Mr. BRENKWORTH. No, it is allotted to the President pro tempore.

Senator MONRONEY. And that is an expense allowance?

Mr. BRENKWORTH. Yes, sir.

Senator MONRONEY. It is not a vouchered item?

Mr. BRENKWORTH. No, sir. It is paid monthly. It is paid directly to the Vice President or the President pro tempore as the case may be.

Senator MONRONEY. The total comes to \$2,543,510; is that correct?

Mr. BRENKWORTH. That is correct.

SALARIES, OFFICE OF VICE PRESIDENT

Senator MONRONEY. Salaries, officers, and employees, Office of the Vice President, \$136,710. Is this transferred also to the President pro tempore of the Senate?

Mr. BRENKWORTH. Yes, sir; it is.

Senator MONRONEY. That office expense is available for the payroll attached to that Office?

Mr. BRENKWORTH. Yes, sir. It is presently being utilized by the President pro tempore in carrying out the duties of the President of the Senate which he is now responsible for.

Senator MONRONEY. This is what the original salary was for the Vice President?

Mr. BRENKWORTH. Yes, sir; that is right.

Senator MONRONEY. How many on the staff?

Mr. BRENKWORTH. This would depend on the officer involved. It depends on how he utilizes his funds, whether he sets high or low salaries. He could have quite a few people at lower rates, more than he could have if he appointed people at high rates. It is up to the Vice President or the President pro tempore.

OTHER SALARIES

Senator MONRONEY. For other salaries, Chaplain, Office of the Secretary of the Senate, increased by \$19,710.

Mr. BRENKWORTH. That is correct, sir. This increase of \$19,710 represents the funds necessary for four positions transferred from miscellaneous items in accordance with the order of this committee last year that the positions carried under the resolution payroll, miscellaneous items, be transferred to "Salaries, officers and employees, Office of the Secretary."

ANNUALIZING EMPLOYEES

Senator MONRONEY. This represents the move we made last year to identify more clearly the positions, taking them out of legislative resolution.

Mr. BRENKWORTH. That is right.

Senator MONRONEY. They were in fact continuing, and merely held the jobs over a long period of years, always in temporary status.

Mr. BRENKWORTH. Authorized by resolution and therefore paid from the contingent fund as opposed to salaries, officers, and employees. You raised the question last year that perhaps they should be paid from the salary appropriations and the committee authorized it to be done when the budget estimates were submitted, in the committee report.

Senator MONRONEY. This is four positions. Are there many more such positions still carried on the contingent fund?

POSITIONS TRANSFERRED FROM RESOLUTION PAYROLL

Mr. BRENKWORTH. We have another item of transfer.

Senator MONRONEY. Take those two together, 17 positions from miscellaneous items. That would also be from contingent funds that have been going on; is that correct?

Mr. BRENKWORTH. That is correct.

Senator MONRONEY. Are there any others?

POSITIONS FOR MINORITY AND MAJORITY LEADERS

Mr. BRENKWORTH. Deleting the 17 positions that are transferred in these budget estimates, there are 2 positions remaining to the majority leader, research assistant and a clerk, 2 positions for the minority leader, research assistant and a clerk.

STANDING COMMITTEE POSITIONS

There are 14 permanent positions and 18 temporary positions for standing committees authorized by resolution.

Senator MONRONEY. That deals particularly and specifically, however, with the subject matter of the resolution.

Mr. BRENKWORTH. No, sir. These are additional positions for the standing committees.

Senator MONRONEY. That is what I mean. These 4 positions of the Secretary and the 13 positions attached to the Sergeant at Arms Office are not attached to the committees.

Mr. BRENKWORTH. That is right.

Senator MONRONEY. The Congress can raise or lower the committee personnel but it was these other jobs that were carried over under the Reorganization Act that I wanted to get identified with the office payroll to which they were attached.

Mr. BRENKWORTH. Yes, sir; those were the 17 that the committee ordered transferred last year.

Senator MONRONEY. So there are no others that are now doing work under the resolution for committee investigation that are attached to the Sergeant at Arms Office or the Office of Secretary?

Mr. BRENKWORTH. No, sir.

SALARIES AND TRANSFERRED POSITIONS

Senator MONRONEY. So the transfer of these 4 positions will result in an addition of \$19,710 to the Office of the Secretary and \$47,300 for the 13 positions for the Office of the Sergeant at Arms, making a total of \$67,010.

Mr. BRENKWORTH. That is correct.

Senator MONRONEY. Which will add to the regular payrolls and detract, in the same amount, from the resolution payroll.

Mr. BRENKWORTH. From miscellaneous items.

Senator MONRONEY. Yes, sir; and the contingency funds of the Senate.

Mr. BRENKWORTH. That is right.

Senator MONRONEY. To make these more clearly identifiable that way.

Mr. BRENKWORTH. That is right.

POSITIONS IN OFFICE OF SECRETARY

Senator MONRONEY. What positions in the Office of the Secretary do these four include?

Mr. BRENKWORTH. Assistant to the Secretary at \$6,085 per annum.

Senator MONRONEY. That is stenographic?

Mr. BRENKWORTH. No; I can't say that, Senator. The titles of the position as they were under the resolution roll were changed after consultation with both the Secretary and Sergeant at Arms, this one was carried on the resolution roll as assistant in the Secretary's Office. What this man does or who he is would be entirely up to the Secretary.

How he would assist him would be at his discretion. I don't know what this man is actually doing.

Senator MONRONEY. And the other three?

Mr. BRENKWORTH. The other three positions are listed in the salaries appropriations as assistant messengers, one at \$5,045 per annum, one at \$4,525 per annum, and the other at \$4,052 per annum.

Under the resolution roll they were listed as an assistant executive clerk and two laborers.

POSITIONS IN OFFICE OF SERGEANT AT ARMS

Senator MONRONEY. The Office of Sergeant at Arms; 13 positions that were transferred, what do they comprise?

Mr. CHEATHAM. They are mostly small positions with a base pay of \$1,000, giving a present gross of \$3,157.28. Under the Sergeant at Arms jurisdiction there are a few messengers. The titles used in the resolutions have never been revised to conform with the other positions in the office.

Senator MONRONEY. Give us the numbers and range of salaries on that.

Mr. CHEATHAM. They range from \$4,655 gross.

Senator MONRONEY. That is the highest pay of any of these 13 jobs, is that correct?

Mr. CHEATHAM. Yes, sir.

Senator MONRONEY. What is the category?

Mr. CHEATHAM. The base of that highest one of \$1,800. That is a telephone operator position as it was entitled in the Senate resolution creating it. Then going down to the lowest—

Senator MONRONEY. Let us get the grades. You have one telephone operator at \$4,655.

Mr. CHEATHAM. Yes, sir. Would you like each one?

Senator MONRONEY. I am trying to get the salary range and general identification.

Mr. CHEATHAM. Fine. The next one is on a base of \$1,740, gross of \$4,525.43. That was originally created for a page in the Press Gallery. The next one is the same salary. It was originally created for a page in the Senate library. The next one is a change in salary, a base of \$1,560, a gross of \$4,403.88, and that one is denominated laborer under a particular resolution, Senate Resolution 453, agreed to February 26, 1931, as amended.

The next position is the same in salary. That also is a laborer. Then from here on—

Senator MONRONEY. That would be janitorial, is that correct? A combination?

SPECIAL EMPLOYEES

Mr. CHEATHAM. The next eight are \$1,000 base pay with \$3,157.28 gross. They are all denominated special employees. That is the title that was provided in respective resolutions that were passed by the Senate.

Senator MONRONEY. What function do they perform now?

Mr. CHEATHAM. They have various functions, Mr. Chairman, from lesser janitorial place to minor messenger jobs and things of that sort.

Senator MONRONEY. They are adults? Are they?

Mr. CHEATHAM. Yes, sir. There are no minors.

Senator MONRONEY. Do they serve janitorial or messenger work?

Mr. CHEATHAM. Some of them are either custodial or something similar. Some may be in the service department, doing not exactly custodial but in the way of handling stock, supplies, and other things.

Senator MONRONEY. None of these represent new hires. They all have been transferred from the contingent fund to this and this cleans up all of that personnel which has been carried that way, is that correct?

Mr. CHEATHAM. Yes. Of course I don't mean that the present incumbents have been on the job since the dates of the respective resolutions.

Senator MONRONEY. No, but the jobs have been on since that time.

Mr. CHEATHAM. Yes, sir.

SALARIES OF COMMITTEE EMPLOYEES

Senator MONRONEY. The next item, total of salaries of committee employees, administrative assistants, and so on, \$20,719,825, including a transfer of \$67,010 which would be compensated for in the contingent fund of the Senate which will be to a degree reduced. Is that correct?

Mr. BRENKWORTH. That is correct.

CONTINGENT EXPENSE

Senator MONRONEY. Contingent expense, all these are the same as last year with the exception of the automobiles and maintenance, an item of \$39,840, an increase of \$2,000 in that item.

LEASE OF VEHICLES

Mr. BRENKWORTH. Yes, sir.

We received a letter from the General Motors Corp. indicating that it would be necessary that they increase the annual lease cost of these vehicles by \$500. As a result of this it has been necessary to increase the estimates to cover these costs by \$2,000 since we have four cars represented here.

Three of these cars are obtained from the General Motors Corp., but we have always in the past equalized the accounts apportioning the amount of money to the four officers involved.

OFFICERS RECEIVING CARS

Senator MONRONEY. What four officers receive their cars?

Mr. BRENKWORTH. The Vice President, President pro tempore, majority leader, and minority leader.

Senator MONRONEY. These are all General Motors cars?

Mr. BRENKWORTH. Three are General Motors cars. One is a Ford Motor Co. vehicle.

Senator MONRONEY. Do you lease them on an annual basis?

Mr. BRENKWORTH. Yes, sir.

Senator MONRONEY. They are renewed each year?

Mr. BRENKWORTH. Yes.

Senator MONRONEY. This includes not just the cars but the chauffeur?

Mr. BRENKWORTH. The appropriations cover all the costs of operating and maintaining these vehicles.

Senator MONRONEY. The chauffeur as well?

Mr. BRENKWORTH. The chauffeur as well.

COST OF VEHICLES

Senator MONRONEY. What is the cost of the vehicle itself?

Mr. BRENKWORTH. The car cost on the Cadillac would be \$1,000 a year. The cost on the Ford Motor Co. vehicle is \$750 a year.

Senator MONRONEY. What is that, a Continental?

Mr. BRENKWORTH. A Continental; that is right.

MAIL TRANSPORTATION

Senator MONRONEY. What other cars—you say mail transportation, are those cars for the use of the Senate?

Mr. BRENKWORTH. Yes; the mail transportation appropriation is the only other one that is used for expense of operating and maintaining vehicles. Vehicles for the Post Office as well as vehicles for the Office of the Secretary and the Office of the Sergeant at Arms.

Senator MONRONEY. Their cars come out of that mail transportation item?

Mr. BRENKWORTH. Yes, sir.

MISCELLANEOUS ITEMS

Senator MONRONEY. Miscellaneous items, explain that item. This is a transfer of the 17 positions provided for in line 7 and line 12, the Office of the Secretary of the Senate and the Office of the Sergeant at Arms; is that correct?

Mr. BRENKWORTH. Yes; this, Senator, is a multipurpose appropriation. First we have a reduction of \$72,055 representing the transfer of the 17 positions.

Now this is \$5,045 more than the amount transferred to salaries, offices and employees. The reason for this is that in this appropriation, miscellaneous items—we have appropriated the cost of agency contributions for life insurance, retirement, and health benefits. Under salaries, offices and employees, these costs are absorbed, no appropriations having been made for them.

Therefore, we get an additional decrease here of the \$5,045 no longer necessary since these positions are now transferred out. We

start first then with the reduction of \$72,055. The next item of action here is a new professional staff member for the Labor and Public Welfare Committee authorized by Senate Resolution 253, February 10, 1964.

The cost of paying this man's salary and contributions for 1 year, \$18,570. This brings us to a net decrease on the resolution payroll portion of this appropriation of \$53,485.

BUREAU OF EMPLOYEES COMPENSATION FUND REIMBURSEMENT

We have an item of increase here for the Bureau of Employees Compensation fund reimbursement which is authorized by law. The bill for the current year payment is up from \$2,065 to \$6,480, requiring an additional \$4,415 in appropriations.

Senator MONRONEY. This is paid into the retirement fund; is that correct?

Mr. BRENKWORTH. No; this is the Bureau of Employees Compensation fund which is authorized to be reimbursed by Public Law 86-767.

Senator MONRONEY. And all employees compensation funds are paid out of the contingent fund of the Senate.

Mr. BRENKWORTH. Yes, sir.

Senator MONRONEY. That goes for what purpose?

Mr. BRENKWORTH. This is a reimbursement to the Bureau of Employees Compensation for any payments they have made on behalf of the Senate during fiscal year 1963.

Senator MONRONEY. On behalf of the Senate for what purpose?

Mr. BRENKWORTH. To employees who have been injured while on the job.

Senator MONRONEY. This is a sort of self-insurance of employee compensation.

Mr. BRENKWORTH. That is right.

Senator MONRONEY. It is handled by the regular Federal department that handles that.

Mr. BRENKWORTH. Yes, sir; that is correct.

Senator MONRONEY. What is the title of that department?

Mr. BRENKWORTH. Department of Labor, Bureau of Employees Compensation.

Senator MONRONEY. The same as compensation for injuries on the job?

Mr. BRENKWORTH. Yes.

POST OFFICE STAMP FUND

Senator MONRONEY. You show a reduction of \$1,500, nonrecurring appropriations from the Post Office stamp fund. That was for increasing the amount of the stamp inventory.

Mr. BRENKWORTH. That is correct. Last year \$1,500 was appropriated to increase that stamp fund. Of course this year it was dropped out since it was a nonrecurring item.

STATIONERY ALLOWANCE

Senator MONRONEY. Stationery allowance is the same as last year but it was increased \$60,600 last year.

Mr. BRENKWORTH. Yes, sir; that is correct. The appropriation was made in the supplemental bill. The appropriations and the estimate are the same.

NONRECURRING ITEMS

Senator MONRONEY. The others, the legislative council, payment to widow of Senator Kefauver was a nonrecurring item.

Mr. BRENKWORTH. Yes, sir; resulting in a reduction of our estimates.

Senator MONRONEY. So, all told, a practically identical amount is asked this year with that of last year including the bookkeeping item transfer from the Senate contingency fund of \$67,010.

THE 1965 BUDGET ESTIMATE

Mr. BRENKWORTH. We have a slight increase, \$36,940 higher than our appropriations for the current year.

Senator MONRONEY. How much?

Mr. BRENKWORTH. \$36,940.

Senator MONRONEY. In other words, you are asking for \$31,010,390.

Mr. BRENKWORTH. Which is \$36,940 more than our 1964 appropriations of \$30,973,450.

Senator MONRONEY. Senator Hayden, do you have any further questions?

Senator HAYDEN. No.

PERSONNEL INCREASE

Senator MONRONEY. On employees, no additional funds are allowed in here for the creation of new jobs.

Mr. BRENKWORTH. No, sir.

Senator MONRONEY. You will have the same personnel? How about the Sergeant at Arms Office?

Mr. CHEATHAM. Mr. Duke, the Sergeant at Arms, this year has not asked for any additional positions or any increase in any employee's salary.

SENATORIAL REQUEST FOR ADDITIONAL PERSONNEL

Senator MONRONEY. I have a request here from Senator Frank Moss, of Utah, asking that two additional typists be assigned to the mailing room under the jurisdiction of the Sergeant at Arms. The letter reads in part as follows:

At the present time in cutting addressograph plates more work has to be accomplished by the staff of the mailing room. There is serious delay encountered by Senators who wish to have the addressograph plates cut. The period of delay is getting longer. My recommendation is that two additional operators be placed on duty there.

Do you have any flexibility in your assignment where this could be accomplished by—

Mr. CHEATHAM. No, sir; not now nor at any time in the foreseeable future.

Senator MONRONEY. In other words, your personnel is completely taken up with present assignments?

Mr. CHEATHAM. Yes, sir; and operating addressograph equipment is a kind of specialized work. It takes time to learn.

EXPENDITURES OF GENERAL INVESTIGATING COMMITTEE

Senator MONRONEY. I have a letter from Mr. Brenkworth dated April 13 to the committee:

A recent review of the appropriation "Inquiries and investigations," fiscal year 1964, indicates that the expenditures of the general investigating committees, as authorized by Senate resolutions, will exceed the appropriation for that purpose, as follows:

(The letter referred to follows:)

U.S. SENATE,
DISBURSING OFFICE,
Washington, D.C., April 13, 1964.

HON. MIKE MONRONEY,
Chairman, Legislative Subcommittee,
Committee on Appropriations,
U.S. Senate.

DEAR SENATOR MONRONEY: A recent review of the appropriation "Inquiries and investigations," fiscal year 1964, indicates that the expenditures of the general investigating committees, as authorized by Senate resolutions, will exceed the appropriation for that purpose, as follows:

	Appropriations Committee	General investigating and standing committee expenditures	In all
Appropriated.....	\$380,000.00	\$3,645,760.00	\$4,025,760.00
Checks issued to Mar. 31, 1964.....	47,015.51	2,885,365.44	2,932,380.95
Balance Apr. 1.....	332,984.49	760,394.56	1,093,379.05
Estimated obligations.....	19,337.61	1,154,000.00	1,173,337.61
Estimated balance (+) or deficit (-).....	+313,646.88	-393,605.44	-79,958.56

The incurring of deficits in this area is not unexpected or unusual since the amount appropriated is rated below the authorizations by resolutions. In recent years, the following deficits were incurred:

Fiscal year 1961.....	\$97,281.94
Fiscal year 1962.....	59,590.99
Fiscal year 1963.....	238,046.89

These deficits were not covered by deficiency appropriations under a procedure approved by Chairman Hayden, whereby the unexpected balance of the funds appropriated for the Committee on Appropriations were released to cover them. However, it appears that the current year deficit will exceed the unexpended balance and a deficiency appropriation will, therefore, be necessary. Further, I feel that increased rate of authorizations by resolutions combined with an increased rate of expenditure under these authorizations will make it necessary that the appropriations for fiscal years 1965 and thereafter be more realistically stated at a higher rate. The following is a statement of the expenditures authorized by resolutions in recent years:

	Amount	Percent
87th Cong., 1st sess. (Feb. 1, 1961, to Jan. 31, 1962).....	\$4,111,000	100
87th Cong., 2d sess. (Feb. 1, 1962, to Feb. 28, 1963).....	4,587,700	111.58
88th Cong., 1st sess. (Mar. 1, 1963, to Jan. 31, 1964).....	4,313,333	104.93
88th Cong., 2d sess. (Feb. 1, 1964, to Jan. 31, 1965).....	4,651,100	113.14

The rate of expenditure against the \$4,111,000 authorized for the 87th Congress, 1st session, was 79 percent or \$3,249,622, while the estimated rate of expenditure against the \$4,651,100 authorized for the 88th Congress, 2d session, is 83 percent or \$3,860,415.

I, therefore, suggest the need for an increase in the "Inquiries and investigations" appropriation for fiscal year 1965 by \$400,000 to \$4,425,760 of which amount \$4,045,760 would be provided for standing committee expenses and the investigating committees as authorized by resolutions. This would be a more realistic appropriation in relation to the current expenditures. This would also restore the effectiveness of the procedure approved by Chairman Hayden to cover deficits without appropriation therefor in the future by restoring the cushion represented by the unexpended balances of the Appropriations Committee's funds.

Insofar as the current year deficit is concerned, I recommend the necessary appropriation be considered when the first supplemental bill for 1965 is considered, after the close of the fiscal year, at which time a better estimate of the minimum amount needed, after applying the Appropriations Committee's balance, can be made.

Respectfully,

ROBERT A. BRENK WORTH,
Financial Clerk, U.S. Senate.

EXPLANATION OF DEFICIT

Senator MONRONEY. Will you explain the deficit?

Mr. BRENK WORTH. Yes, Senator.

This is an appropriation which is made annually in advance of the authorization to expend from this fund. Actually what is created is a fund from which payments are made as authorized by Senate resolutions 6 or 7 months later. We have an operating year on our resolutions of February 1-January 31, almost a calendar basis, while our appropriations are on a fiscal year basis so that we do get an overlap here.

We have appropriated previously at a rate which was about what the committees were spending of the authorization and this roughed out to about 80 percent of the authorization rate. This committee some years back decided to increase the appropriation to that rate to provide a realistic appropriation to insure against deficits before the close of the fiscal year, since there was no way of determining exactly what would be authorized to be spent from the appropriation.

REPROGRAMING UNABLE TO OFFSET DEFICIT

In running the account in April it was determined that we would have a deficit in the general investigative area of almost \$400,000 and that we will run out of money before the close of the fiscal year. In recent years the chairman of this committee, Senator Hayden, has reprogramed the Appropriations Committee portion of this appropriation to cover some of these deficits to preclude the necessity of having to come in for deficiency appropriations.

Now this has served the purpose for the past 3 years but will not this year. Even with the reprograming it is expected that we will have a deficiency.

So, I thought it best to bring the matter to the attention of the committee for action in this bill for next fiscal year because it appears necessary at this point to revise the appropriations upward.

AUTHORIZATION FOR APPROPRIATIONS COMMITTEE INVESTIGATIONS

Senator HAYDEN. There has not been a year, Mr. Chairman, that Mr. Brenkworth has not come to me saying we are running out of money. On the other hand, I have conducted very few investigations.

Senator MONRONEY. This is money that is legislatively authorized for the Appropriations Committee's investigation, is that not correct? Senator HAYDEN. Yes.

REPROGRAMING OF COMMITTEE FUNDS

Senator MONRONEY. If it has not been used it has been transferred to the other investigations that have been authorized by resolutions for support of the other investigating committees.

Senator HAYDEN. Every year he has had to come to me and say, "Look, we are running short," about this time of the year, "And we can't pay without money."

Instead of making a deficiency appropriation, I say, "Well, you can use some of the funds programed for the Committee on Appropriations since its funds are in surplus, are in the same account and would revert to the Treasury in any event." It doesn't make sense to make a deficiency appropriation in one account and to have funds revert to the Treasury in the very same account—when the existing funds can be reprogramed.

HISTORY OF REPROGRAMING

Mr. BRENKWORTH. About 4 years ago when Senator Hayden first came up with this idea of handling this on a reprogramming basis since the money was in one appropriation it was set up in such a way that the money was utilized and then, when the supplemental bill came along, we put in for a repayment appropriation.

About 3 years ago this was changed so that we no longer came in unless we needed the money. The Senator felt that if we had a balance of \$200,000 in the appropriation after reprogramming the funds to cover the cost in the other area it would be a little foolish to come in and ask for another \$200,000 merely to replace the money in the appropriation which was only going to be returned to the Treasury anyway.

So, for the last 3 years we have not come in to replace the funds reprogrammed out of the Appropriations Committee's portion. It has served the purpose very well. The record will show there has been no deficiency or supplemental appropriations for committee investigations in the past 3 years through this method that Senator Hayden has approved of handling it on a reprogramming basis.

CREATION OF INVESTIGATING COMMITTEE

Senator HAYDEN. Originally under Senator McCarran and others there was a good deal of money spent by the Appropriations Committee for investigation under the Legislative Reorganization Act. I decided we had a committee to perform that service. That was Senator McClellan's committee.

So, I just said to Senator McClellan, any of this staff that I have that are good and you want to take, take them because I am going to go out of that business. That is your business.

I didn't see any sense running two investigation committees. We do conduct investigations or surveys on a very selective basis and have a very small staff for that purpose. For example the Appropriations Committee conducted an investigation of the docket conditions

in the Federal courts. Paul Cotter made an investigation of the situation in the courts where I asked him to find out why one court was up to date and another very far behind and the reason why.

He did that in a number of places all over the United States. When the report was made I sent it over to the Chief Justice and he welcomed it. They have taken it up in the Judicial Conference and cleared up a lot of difficulty as a result of the investigation Mr. Cotter made.

One thing alone, to my recollection, we saved about a million a year on jury fees. They were programing more money than there was any need for.

Another example—last year at Senator McGee's request we did a study of personnel administration and operations in AID.

AMOUNT NEEDED TO ELIMINATE DEFICIT

Senator MONRONEY. Now you need and require, from this statement that you submit here, to cover your deficit, \$79,958 to date, is that correct?

Mr. BRENKWORTH. This is an estimate of the full fiscal year operation deficit. As of April 1, based on the March 31 figures, and an estimate of the expenditures for the next 3 months. In other words, through June 30, and the closeout period, vouchers being processed after the close of the year, I estimate that I will need \$79,000 or \$80,000 more than the Appropriations Committee will have as a balance, or after the reprograming.

In other words, an actual deficit after reprograming of \$80,000.

Senator MONRONEY. This deficit would include a transfer.

Mr. BRENKWORTH. Of approximately \$313,000 which I feel will be available from the Appropriations Committee. Applying that to the general investigative expenditures. So the actual deficit in this one area we are talking about, the general investigation other than the Appropriations Committee, will be closer to \$400,000, \$393,000. This is why this is a matter that I felt should be brought to the attention of the committee at this time since we are in a deficit area now, and there is nothing which indicates that the rate of expenditure or the amount authorized to be expended will go down.

Senator MONRONEY. These staffs are hired and the work is going forward?

Mr. BRENKWORTH. That is right.

As a matter of fact, the expenditures on checks issued basis have gone up from a monthly average of \$270,000 in calendar year 1961 to roughly \$330,000 for the first 3 months of calendar 1964.

AUTHORIZATION, 87TH CONGRESS

As far as authorizations are concerned, in the 87th Congress, 1st session, \$4,111,000 was authorized. In the 87th Congress, 2d session—

Senator MONRONEY. What is the figure of 100 there on page 2?

Mr. BRENKWORTH. On page 2, Senator?

Senator MONRONEY. Yes, of your letter.

Mr. BRENKWORTH. I used the 87th Congress, 1st session as a base.

Senator MONRONEY. The 100 represents the base?

Mr. BRENKWORTH. That is right.

Senator MONRONEY. Now this is for a full year, calendar year.

CALENDAR YEAR AUTHORIZATION

Mr. BRENKWORTH. The full calendar year of authorization which is February 1 to January 31 generally. I say generally because occasionally resolutions cannot be put through in time and we have committee staffs to be paid, but are not authorized. So one omnibus resolution is put through to continue them for just 1 month, a temporary period. This happened in the 2d session of the 87th Congress, so that we had a 13-month operating period there.

Of course the next one was for 11 months.

In the 87th Congress, 2d session, the authorization was increased to \$4,587,700. And, using the 100 as a base, this is 111.58. In the 88th Congress, 1st session, the authorizations were \$4,313,333. We have a reduction here to 104.93 mainly because of the 11-month as opposed to a 13-month period.

CURRENT SESSION AUTHORIZATION

In the current session we have authorizations of \$4,651,100. This is 113.14 on the base. The rate of expenditure against the 87th, 1st session, was 79; 87th, 2d session was 85; 88th, 1st session, 80. Once again resulting from the drop back to 11 months.

There is no way of determining what the rate of expenditure will be against the current authorization. I have estimated this. My feeling is that it will be roughly about 83 percent. Based on the authorization of \$4.6 million, this will run out to about \$3,900,000.

The appropriations for this is only \$3.6 million. So we are some \$300,000 short right there.

Senator MONRONEY. In other words, Congress authorizes more than it ever appropriates?

Mr. BRENKWORTH. Yes, sir, that is correct.

Senator MONRONEY. The money that goes to the committees is generally never fully obligated, the authorization is generally not all spent.

Mr. BRENKWORTH. None of the committees exceed their authorizations. They all have balances. This committee has always tried to appropriate the smallest amount for this purpose. Years ago the appropriation was too small and we had to come in and get one or two deficiencies annually.

Some years ago the committee decided to increase this to what it considered a realistic rate, trying to gear it against the expenditures. It is a guessing game, you guess how much.

INCREASE IN APPROPRIATION NEEDED

Senator Hayden came up with the reprogramming idea which took care of our situation for several years. I don't think it will any longer. I think the facts will bear that out. At this stage of the game the committee should consider an increase in appropriation for that purpose in this coming year to try to get that appropriation back to a realistic rate so that perhaps the reprogramming will do the job again.

Senator MONRONEY. Without the necessity of utilizing the committee funds as we have been doing on reprogramming?

Mr. BRENKWORTH. As I see it, if the \$400,000 increase is granted in the first year it is possible that will cover it, it will not be necessary

to reprogram the committee's money. As the trend continues, and bear in mind that this is not so much the committees but other authorizations that come into the picture.

A pay raise bill is in the offing. This will affect the money expended from the appropriations.

EFFECT OF PAY RAISE BILLS

Senator MONRONEY. Didn't the pay raise in the last 2 years have a lot to do with the requirement for a greater outflow of money for the same personnel?

Mr. BRENKWORTH. In some degree. Actually each time we have a pay bill, an appropriation is included here. This appropriation is included to cover the increased pay cost based on the payroll existing at that time. When you hire additional people you have to hire them at accelerated rates.

Increasing the staff by three or four people after a pay act is passed means that more money will be needed in order to do the same job. As I see it, if this increase is granted, and this is strictly a guess, Senator, next year we will most likely meet the expenditures without reprogramming.

The following year we may have to reprogram again for a small amount of money. But I hope that by getting the \$400,000 now that it will be 3 or 4 years before any other action will be necessary and that the reprogramming will do the job again.

AMOUNT NEEDED TO REMEDY SOLUTION

Senator MONRONEY. You mean an appropriation increase of \$400,000 will put it back in order and you will not need further increases annually?

Mr. BRENKWORTH. I believe so, Senator. If we receive the increase in this current year I think the reprogramming situation might take care of this appropriations need for the next 3 or 4 or perhaps 5 years.

As I say, it is a guess because it depends on what the Senate itself will do on the floor when these resolutions come in. Will it increase the authorizations?

Senator MONRONEY. If it increases the authorizations then we will have to increase the appropriation.

Mr. BRENKWORTH. That is right. For example, this pay bill is coming up. If it is enacted into law and there seems to be a good likelihood of its enactment, the authorizations next year must go up. If you retain the same staff people the authorization must go up because you need more money to pay them. So this upward trend results from a great many things.

By that, I mean it is not necessarily the committees spending more money to do different things or more things. It is doing the same things which cost more money.

FUNDS INCLUDED IN INVESTIGATION AND INQUIRIES

Senator MONRONEY. These funds now are included in what line item?

Mr. BRENKWORTH. This is the line item 20, expenses of inquiries and investigations.

Senator MONRONEY. The full amount is used and it is now in a deficit position of about \$400,000.

Mr. BRENKWORTH. Not at this point but it will be by the end of this fiscal year.

Senator MONRONEY. By the time this bill is passed.

Mr. BRENKWORTH. By the end of this month I believe it will be necessary to ask Senator Hayden to reprogram again.

Senator MONRONEY. Your letter will be included in the beginning of your testimony on this.

JOINT COMMITTEE ON REDUCTION OF NONESSENTIAL FEDERAL EXPENDITURES

I have a letter from Senator Harry Byrd.

I have noted the action by the House of Representatives eliminating from the legislative appropriation bill the \$29,750 item for the Joint Committee on Reduction of Nonessential Federal Expenditures, of which I am chairman.

It would be deeply appreciated if the Senate committee would restore this item. I sincerely believe that, as in the past, it will be money well spent. A copy of the letter sent to the House committee, at their request, is forwarded for your information.

It is true that the basic legislation in the Revenue Act of 1941 authorized \$10,000 23 years ago. But the appropriation was raised to \$20,000 by additional appropriations in 1943, 1944, and 1945. The regular appropriation went to \$20,000 in 1946. The only increases since that time have been pursuant to acts of Congress providing for pay raises and contributions to retirement and insurance programs. Over these years the committee has reduced the number of people on its payroll from three to two.

The courtesies of your committee in the past are appreciated, and I shall be grateful for your favorable consideration in this matter.

(The information referred to follows:)

FEBRUARY 8, 1964.

HON. TOM STEED,

Chairman, Subcommittee on the Legislative Branch, House Appropriations Committee, Washington, D.C.

MY DEAR MR. CHAIRMAN: The attached table responds to your letter of February 1, 1964, requesting a breakdown in support of the appropriation to the Joint Committee on Reduction of Nonessential Federal Expenditures, as requested for fiscal year 1965.

The 1965 request is exclusively for payroll and so-called agency contributions. The funds requested are in the amount of estimated obligations for these two purposes. The request is in an amount identical to that provided for fiscal year 1964. The committee personnel is unchanged.

Under the committee's appropriation language it has been possible through frugal operation over the years to maintain a balance for contingencies and necessary incidentals. Continuation of this balance is anticipated.

As you know, this joint committee was established under the Revenue Act of 1941 (55 Stat. 726). It may terminate its activities on its own initiative at any time with the filing of a final report.

Personally, I regard the small appropriation to this committee as money well spent. I am hopeful that the attached information complies with your requirements. Please let me know whenever we can cooperate or assist.

You have my very best wishes.

Faithfully yours,

HARRY F. BYRD, *Chairman.*

Joint Committee on Reduction of Nonessential Federal Expenditures

	1964 actual		1965 estimate	
Appropriation or estimate.....	Number	Total salary	Number	Total salary
Payroll expenditures:				
Staff director.....	1	\$18,879.96	1	\$18,879.96
Clerk.....	1	8,816.04	1	8,816.04
Total.....	2	27,696.00	2	27,696.00
Agency contributions.....		1,972.56		1,972.56
Total.....		129,668.56		129,668.56

¹ \$81.44 difference between appropriation and actual expenditure due to \$81.12 in agency contributions authorized but not presently used, and rounding.

HOUSE ACTION

This request as I understand it, because this has been usually disbursed by the Senate, the House did not include the fund for the committee on reduction of nonessential Federal expenditures.

I understand it was put in in the committee but went out on a point of order on the floor.

Mr. BRENK WORTH. That it exceeded the authorization, in that connection I would like to say this, Senator. It is true it exceeded the authorization which is \$10,000, as stated in the law, but we have had a great many legislative actions since 1941 which have increased the cost of operating.

AUTHORIZATION LIMITATION

For example, you have laws that come along and say you shall contribute 6½ percent of your salary cost to the retirement fund and so much for health benefits and so much for life insurance. These are charges against this fund. If you have two people on this roll and they are under the retirement act and they have life insurance and they are entitled to it you have to make these payments.

Also, the \$10,000 does not take into consideration all the pay acts, the percentage pay acts and others that have been enacted since 1941. Technically and legally it does exceed the authorization, but from a practical standpoint, by law, additional expenditures have been authorized from this appropriation to meet this cost.

We have had the pay bills that say Mr. Jones who works for the committee should get 7 percent more than he is getting. True, when these bills were enacted nothing was done to increase the appropriation limitation but by the same fact the expenditures still had to be made.

NEED FOR COMMITTEE

Senator MONRONEY. It looks to me like you either have to increase the authorization by law which could be done or to suspend the rules and pass the increase.

I would hate to see this committee go out of existence. It is one of the smallest and one of the most economically run committees we have. I feel that the point of order that was evidently sustained in the House would be probably sustained in the Senate as well.

So, if we are to include this item we had better give notice we are going to suspend the rules on this particular matter. I don't think we are ready, Mr. Brenkworth, to say that authorizations don't hold even though there have been subsequent changes in legislative benefits for employees.

MR. BRENKWORTH. That is true.

Senator MONRONEY. Those are indirect and not specified and it would be almost incapable of accurate calculations.

RESULTS OF STRICT APPLICATION OF AUTHORIZATION

MR. BRENKWORTH. That is right. The amount authorized to be appropriated for this committee certainly is \$10,000, no question about that. The fact still remains that we have had a great many acts of Congress, laws which say that if you are going to pay John Smith on this committee \$10,000, and he is under the retirement act you send \$650 to the Civil Service Commission.

Senator MONRONEY. That does not change the authorization.

MR. BRENKWORTH. It does not.

Senator MONRONEY. Therefore the strict application of the law would require you to terminate one employee, or reduce travel or do this to make up for the difference of the authorization for that committee or that work to stay within the allocated limit or raise the allocations or authorizations as the case may be.

PROCEDURE FOR INCREASING AUTHORIZATION

We can do it by suspension of the rules if the Senate votes by two-thirds to increase over the authorization. It would be very poor, business however, this would come through the Rules Committee I would presume for increasing the authorization, would it not?

MR. BRENKWORTH. I don't know where the parliamentarian would send it, Senator. I don't know whether it would be the Rules Committee or another committee. I don't think it would be the Post Office Committee. I just don't know.

Senator HAYDEN. Off the record.

(Discussion off the record.)

JOINT ECONOMIC COMMITTEE

Senator MONRONEY. I have a letter from Senator Douglas, chairman of the Joint Economic Committee.

Attached herewith is a tabulation of expenditures of the Joint Economic Committee for fiscal years 1963, 1964, and 1965 for the use of your subcommittee in its consideration of the committee's budget request for fiscal 1965.

Last year we asked for a total of \$235,000—a reduction of \$30,730 from the budget request of \$265,730—and I am glad to report that we have been able to operate efficiently within this amount during the 1964 fiscal year.

I am confident that the Joint Economic Committee will be able to carry out its functions during fiscal year 1965 within the same budget request of \$235,000 which, I repeat, is \$30,730 below the original 1964 budget request.

During consideration of the 1965 legislative branch appropriation bill in the House a point of order was raised against the amount allocated to the Joint Economic Committee on the ground that it exceeded the statutory authorization. It has been the custom to treat this statutory authorization as the "basic" appropriation and through the years this "basic" appropriation has been added to by the pay acts and agency contribution authorizations. The enclosed memorandum gives a brief history of the committee's appropriation since 1947.

Please let me know if you need additional information or further explanation in support of the \$235,000 budget of the committee.

(The information referred to follows:)

Joint Economic Committee expenditures

Appropriation or estimate	1963 actual		1964 estimate		1965 estimate	
	\$260,590		\$235,000		\$235,000	
	As of June 30		As of Feb. 28		Number	Total salary
	Number	Total salary	Number	Salary		
Executive director	1	\$18,772	1	\$18,772	1	\$18,772
Clerk	1	17,230				
Senior economist			1	17,869	1	17,869
Economists	4	52,482	3	43,567	3	43,567
Minority economist	1	12,905	1	13,469	1	13,469
Financial clerk	1	12,905	1	12,905	1	12,905
Administrative clerk	1	12,454	1	12,454	1	12,454
Administrative assistant	1	9,986				
Assistant to executive director	1	8,556	1	8,556	1	8,556
Executive secretary	1	8,556	1	8,556	1	8,556
Publications	1	7,776	1	8,036	1	8,036
Administrative aid	1	7,126	1	7,126	1	7,126
Secretaries	4	27,634	3	19,818	3	19,818
Statistician	1	6,476	1	6,476	1	6,476
Total	19	202,858	16	177,604	16	177,604
Reimbursable loans, w.a.e., temporary and contract employees, plus agency contributions to payroll		28,156		30,450		30,450
Total salaries		231,014		208,054		208,054
Expenses for hearings		13,308		16,946		16,946
Miscellaneous and contingent expenses		9,819		10,000		10,000
Total		254,141		235,000		235,000

JUSTIFICATION FOR AMOUNTS APPROPRIATED IN EXCESS OF STATUTORY AUTHORIZATION

The attached summary of appropriations 1947-64 shows that as far back as 1948 the committee's appropriation actually exceeded the statutory limit which at that time was \$50,000. The 1948 fiscal year appropriation was \$70,000; in fiscal years 1949 and 1950 it was \$72,640.

In favorably reporting S. 2085 to amend the Employment Act of 1946 with respect to increasing the basic appropriation authorization of the committee from \$50,000 to \$125,000, the Senate Banking and Currency Committee recognized the fact that the statutory authorization of \$50,000 was not a limitation upon appropriations. This report (S. Rept. 603, 81st Cong., 1st sess.) contains the following language:

"* * * Since the authorization contained in the Employment Act has been supplemented by subsequent pay legislation, total authorizations under present laws are \$72,640."

The Committee on Expenditures in the Executive Departments which considered the bill in the House of Representatives adopted the report of the Senate and incorporated Senate Report No. 603 in its own report (H. Rept. No. 1306).

Based on the following provision contained in the various legislative branch appropriation acts, the appropriation authorization of \$125,000 in the Employment Act of 1946, as amended, has been increased because of pay acts and agency contribution authorizations:

"SEC 103. Whenever any office or position not specifically established by the Legislative Pay Act of 1929 is appropriated for herein or whenever the rate of compensation or designation of any position appropriated for herein is different from that specifically established for such position by such Act, the rate of compensation and the designation of the position, or either, appropriated for or provided herein, shall be the permanent law with respect thereto: *Provided*, That the provisions herein for the various items of official expenses of Members, officers, and committees of the Senate and House, and clerk hire for Senators and Members shall be the permanent law with respect thereto: * * * (46 Stat. 32);

During the hearing on the 1964 legislative branch appropriations held by the Subcommittee on Legislative Appropriations of the Senate Appropriations Committee, the following statement was made by Mr. Brenkworth, financial clerk of the Senate: "* * * when this committee was created, there was a maximum amount which could be appropriated for its operation, but this amount as increased by the pay acts, and the agency contribution authorizations, is equal to this \$265,000, if not higher than it."

Joint Economic Committee—Summary of appropriations, 1947-64

Fiscal year	Appropriation authorization	Total appropriations	Fiscal year	Appropriation authorization	Total appropriations
1947-----	\$50,000	\$25,000	1956-----	\$125,000	\$146,474
1948-----	50,000	70,000	1957-----	125,000	135,560
1949-----	50,000	72,640	1958-----	125,000	143,360
1950-----	50,000	72,640	1959-----	125,000	156,950
1951-----	125,000	125,535	1960-----	125,000	156,950
1952-----	125,000	133,275	1961-----	125,000	167,555
1953-----	125,000	133,275	1962-----	125,000	259,555
1954-----	125,000	133,275	1963-----	125,000	260,590
1955-----	125,000	124,575	1964-----	125,000	235,000

STATUTORY AUTHORIZATION OF COMMITTEE

What is their statutory authorization?

MR. BRENKWORTH. \$125,000, Senator. It was originally \$50,000. It was increased by Public Law 330 of the 81st Congress to \$125,000.

Senator MONRONEY. So a point of order would stand in the Senate as well as in the House on this.

MR. BRENKWORTH. I presume so.

Senator MONRONEY. Unless we waived the point of order by a two-thirds vote. That will be printed at this point in the record.

OTHER JOINT COMMITTEES

Senator MONRONEY. On the Joint Committee on Printing, this was allowed the full amount in the House.

MR. BRENKWORTH. Yes, sir.

Senator MONRONEY. The Joint Committee on Internal Revenue Taxation, \$344,440, was allowed the budget request.

MR. BRENKWORTH. That is a contingent expense of the House item. The contingent expense of the Senate items are the Joint Economic Committee, Joint Atomic Energy Committee, and Joint Committee on Printing.

Senator MONRONEY. And the Joint Atomic Energy was allowed its amount?

MR. BRENKWORTH. Yes, sir.

HOUSE CONTINGENT EXPENSES

Senator MONRONEY. The Joint Economic Committee and the Joint Committee on Reduction in Nonessential Federal Expenditures are in trouble. What about contingent expenses of the House on their items. Did they have the same problem?

Mr. BRENKWORTH. I don't know, Senator. I am not familiar with their authorizations or their items.

JOINT COMMITTEE ON DEFENSE PRODUCTION

Senator MONRONEY. The Joint Committee on Defense Production was reduced by \$25,520. They have authorization for the full amount.

Mr. BRENKWORTH. I don't know, Senator.

Mr. SCOTT. Was reduced for the same reason, Senator, because it exceeded the authorization.

Senator MONRONEY. You don't know anything about the history of that?

Mr. BRENKWORTH. No, not on the House side items.

LETTER FROM THE CHAIRMAN OF THE COMMITTEE

Senator MONRONEY. We have a letter from the Joint Committee on Defense Production.

Reference is made to H.R. 10723. As chairman of the Joint Committee on Defense Production, I would appreciate having an opportunity to testify on the appropriations for committee expenses for the fiscal year 1965.

The amount of \$65,000 was included in section 712(e) of the Defense Production Act for the expenses of the committee in 1955. There have been three salary increases since 1955. These increases amounted to 10 percent in 1958, 7½ percent in 1960, and 7 percent in 1962. An addition of these three percentages would increase \$65,000 to \$82,242.87. The House Banking and Currency Committee proposes to delete the \$65,000 from section 712(e) of the Defense Production Act in order that the appropriated funds may be comparable to the funds received by other committees of the Congress. Since travel and other expenses have increased even more than salaries, I believe \$90,520 for the fiscal year 1965 is reasonable. This amount is being requested to cover the estimated expenditures which follow:

Staff director.....	\$18, 800
Economist.....	18, 800
Clerk and counsel.....	17, 230
Professional staff member.....	12, 529
Do.....	11, 551
Secretary.....	6, 606
Miscellaneous and contingent expenses.....	5, 004
Total.....	90, 520

The salary increases he outlines alone would bring the needed funds from the \$65,000 original authorization up to \$82,242.87. The committee will consider that when we begin to mark up the bill.

Again, this would be a question that the the joint committee would require legislation by both Houses and whether the point of order would be waived or not would be up to the committee in reporting the bill.

(The letter referred to follows:)

LETTER FROM HON. WRIGHT PATMAN

CONGRESS OF THE UNITED STATES,
JOINT COMMITTEE ON DEFENSE PRODUCTION,
May 5, 1964.

HON. A. S. MIKE MONRONEY,
Chairman, Legislative Appropriations Subcommittee, Committee on Appropriations, U.S. Senate, Washington, D.C.

DEAR MR. CHAIRMAN: Reference is made to H.R. 10723. As chairman of the Joint Committee on Defense Production, I would appreciate having an opportunity to testify on the appropriations for committee expenses for the fiscal year 1965.

The amount of \$65,000 was included in section 712(e) of the Defense Production Act for the expenses of the committee in 1955. There have been three salary increases since 1955. These increases amounted to 10 percent in 1958, 7½ percent in 1960, and 7 percent in 1962. An addition of these three percentages would increase the \$65,000 to \$82,242.87. The House Banking and Currency Committee proposes to delete the \$65,000 from section 712(e) of the Defense Production Act in order that the appropriated funds may be comparable to the funds received by other committees of the Congress. Since travel and other expenses have increased even more than salaries, I believe \$90,520 for the fiscal year 1965 is reasonable. This amount is being requested to cover the estimated expenditures which follow:

Staff director.....	\$18,800
Economist.....	18,800
Clerk and counsel.....	17,230
Professional staff member.....	12,529
Professional staff member.....	11,551
Secretary.....	6,606
Miscellaneous and contingent expenses.....	5,004
Total.....	90,520

The salary increases since 1955, as applied to the \$65,000 authorization for the committee as of that time, are as follows:

Authorization for Joint Committee on Defense Production in 1955.....	\$65,000.00
Addition of the 10-percent salary increase of 1958.....	6,500.00
Addition of the 7½-percent salary increase of 1960.....	5,362.50
Addition of the 7-percent salary increase of 1962.....	5,380.37
Total.....	82,242.87

Sincerely yours,

WRIGHT PATMAN, *Chairman.*

CAPITOL POLICE, GENERAL EXPENSES

Senator MONRONEY. In the Capitol Police, the general expenses of the Capitol Police force is \$36,700. What does that include?

Mr. CHEATHAM. That includes, Mr. Chairman, the funds for uniforms, that is acquisition, alteration, repair, cleaning, and laundry. That is, all maintenance of uniforms and equipment, including patrol or scout cars, gasoline.

Senator MONRONEY. Uniforms are furnished to the police?

Mr. CHEATHAM. Yes, sir.

Senator MONRONEY. That is the police uniform?

Mr. CHEATHAM. Yes, sir.

Senator MONRONEY. All total it would include guns?

Mr. CHEATHAM. Yes, and ammunition.

Senator MONRONEY. It does not include shoes I presume.

Mr. CHEATHAM. No.

CAPITOL POLICE BOARD FUND

Senator MONRONEY. The Capitol Police Board, \$144,000. Is that the total amount you spend for the Capitol Police?

Mr. CHEATHAM. No, sir. That amount is not for salaries of Capitol Police in the strict sense, such as those appointed by the sergeant at Arms of the Senate and the Sergeant at Arms of the House. It is exclusively for reimbursing the District of Columbia for the salaries of the Metropolitan Police that the Capitol Police Board has on assignment or loan to the Capitol from the Metropolitan Police.

This fund cannot be estimated too close to the dollar because the final amount to be spent is determined only by the number of days per year the Senate and the House are in session multiplied by the amount of the salaries of these men.

BORROWING DISTRICT OF COLUMBIA PERSONNEL

Senator MONRONEY. Also it would depend on special occasions, would it not, funerals such as the MacArthur funeral where huge crowds are near the Capitol or even on the assembly here of large troops of citizens to protest.

Mr. CHEATHAM. For anything out of the ordinary we draw on the Metropolitan Police and usually reimburse that Department for men loaned on a very temporary basis.

Senator MONRONEY. Such as the Washington observance of civil rights where we had huge crowds.

Mr. CHEATHAM. Yes.

Senator MONRONEY. You reimburse from this fund of \$144,000.

Mr. CHEATHAM. Yes, sir.

Senator MONRONEY. If it runs over that, then you come back and ask for additional funds.

Mr. CHEATHAM. Yes. On the other hand any that is not spent we do not transfer to the District government. It is like any other salary appropriation. At the end of the fiscal year any unobligated balance lapses.

EDUCATION OF PAGES

Senator MONRONEY. The next item, the education of Senate and House pages, \$79,925, an increase of \$245. That is paid to the District of Columbia for operating the school for pages?

Mr. CHEATHAM. Yes, sir.

Senator MONRONEY. What school do they go to?

Mr. CHEATHAM. Well, it is a school that was created by the Congress.

Senator MONRONEY. The Legislative Reorganization Act created it?

Mr. CHEATHAM. The Reorganization Act which you, Mr. Chairman, had a great deal to do with generally, including the part creating the school. The school is located physically at this time, and has been for some years, in the Library of Congress main building. The District supplies the personnel and determines the curriculum, designing it so that the pages may receive proper credit that is recognized most anywhere.

Senator MONRONEY. It operates from early morning until about noon, does it not?

SENATE AND HOUSE PAGES

Mr. CHEATHAM. Well, for the Senate side they have to terminate the classes much earlier. Some of the House boys or many of the House boys go later.

As you know, the work of the pages differs as between the Senate and the House. The House Members don't have desks on the floor to be cared for, and on which pages place bills, records, and so forth. Thus, most of the Senate boys, even when the Senate meets as late as 12 noon, have to leave class at 9:45.

Of course as now, when the Senate meets at 10 every day, most of the time they have to leave earlier.

Senator MONRONEY. It is even rough on the pages.

Mr. CHEATHAM. It is rough on many people.

Senator MONRONEY. In addition to salaries of pages is that the only expense item that we take care for them or do we furnish their uniforms?

Mr. CHEATHAM. No, sir. If you wish to refer to them as uniforms. No clothing is furnished the pages. They are required to purchase, on their own, the dark blue, more or less uniform style of suits and black ties and shoes as well as white shirts.

PENALTY MAIL COSTS

Senator MONRONEY. The next item, 13, penalty mail costs. That is \$144,374 below the appropriation for 1964 and \$77,000 reduction made by the House below the budget estimate.

Do you know about that item, Mr. Brenkworth?

Mr. BRENKWORTH. No, sir; I do not. The estimate is submitted by the House and is handled by them first. I think the original request is made to the House.

Mr. SCOTT. Mr. Chairman, the Post Office Department in a letter to the Clerk of the House dated February 18, 1964, stated that the revised figure was \$4,723,000, which is the amount allowed by the House.

Senator MONRONEY. Is this for last year's or is this for anticipation of the use in the new fiscal year?

Mr. SCOTT. This is for the fiscal year 1963.

Senator MONRONEY. In other words, we pay for the amount of mail that the Congress used under the franking privilege.

Mr. SCOTT. That is correct. The payment is made a year subsequent to the mailings.

Senator MONRONEY. That is right. But we pay on a basis that takes into consideration all of the envelopes that are printed and are charged to the Congress.

Mr. SCOTT. That is correct.

Senator MONRONEY. Therefore, the use of those, any loss of these envelopes or destruction or anything else sent back for credit would be taken into consideration in connection with the \$4,723,000 figure.

JOINT STATEMENT ON APPROPRIATIONS

Statements on appropriations, \$13,000 for the preparation. This is the joint statement that is made at the conclusion every year of the Congress analyzing and comparing the appropriations in both Houses and is a joint effort, is it not?

Mr. BRENKWORTH. Yes, sir; it is.

Senator MONRONEY. It is a continuing repetitive item?

Mr. BRENKWORTH. Yes, sir.

AUDITING SENATE ACCOUNTS

Senator MONRONEY. We had testimony when the Comptroller General was before us this week with reference to audits of the accounts of the Senate with which we are primarily concerned.

The testimony I recall showed that all of the items of the Architect of the Capitol were audited, including the cafeteria, by the General Accounting Office. I believe all of your accounts are audited, are they not, by GAO?

Mr. BRENKWORTH. Yes, sir; for settlement of an account.

Senator MONRONEY. The report of the audit, does it include the accounts of the committees as well?

Mr. BRENKWORTH. Yes, it does, Senator.

Senator MONRONEY. That is made once a year?

Mr. BRENKWORTH. The vouchers representing all of our payments are submitted to the General Accounting Office for quarterly reconciliation and we receive from them an annual settlement of account which usually comes through about 14 or 15 months after the close of the fiscal year for which we are being balanced.

Senator MONRONEY. This balance is off the vouchers that were submitted to them for their audit with the funds that have been appropriated and expended.

Mr. BRENKWORTH. That is right.

HOUSE RESTRICTION ON EXPENDITURES

Senator MONRONEY. The House wrote some kind of restriction into their bill. Do you have that?

Mr. BRENKWORTH. Yes, sir; I do.

Senator MONRONEY. Page 26 of the House bill, section 105.

Mr. BRENKWORTH. Yes, I have looked at this.

Senator MONRONEY. For the purpose of the record, section 105 reads:

The expenditure of any appropriation under this act by any committee of the Congress or by the Architect of the Capitol shall be limited to those committees and to those funds and contracts supervised by the Architect of the Capitol where such expenditures are a matter of public record and available for public inspection.

ANNUAL REPORT OF SECRETARY OF THE SENATE

Mr. BRENKWORTH. Senator, this language gives me a great deal of pause. First of all, we do have presently in law a requirement that all of the expenditures of the U.S. Senate be printed as a Senate document. This document is known as the Annual Report of the Secretary of the Senate.

By title 2, United States Code, section 102, these reports are made at the beginning of each session. They are printed as Senate documents and are available to anyone. They contain a very accurate itemization of all the expenditures of the Senate including those of the committees.

Senator MONRONEY. In other words, every voucher.

Mr. BRENKWORTH. Yes, sir.

Senator MONRONEY. That carries with it an expenditure, committee-wise, or for members for any other expenditures, payroll, or procurement of materials or anything else, have to be vouchered and these vouchers are published in the annual report once a year.

Mr. BRENKWORTH. That is correct.

Senator MONRONEY. By the Secretary of the Senate and is available for distribution.

Mr. BRENKWORTH. That is right. As a matter of fact, the basic documents used to prepare the reports are copies of the vouchers which are submitted to the General Accounting Office. Every expenditure of the Senate is included in that report and is printed annually, available to anyone who wants to obtain it.

QUARTERLY LIST OF EMPLOYEES

Senator MONRONEY. In addition you print once every quarter, I believe, according to action taken by the Senate, a complete official list of all offices and all Senate employees.

Mr. BRENKWORTH. Yes, sir, and that is published quarterly. It is available 60 days after the close of each fiscal quarter and it contains the names, titles, and amount paid during that quarter to all employees of the Senate.

Senator MONRONEY. That is listed, of course, in the basic pay; is that correct?

Mr. BRENKWORTH. No, sir; that is the gross amount paid.

Senator MONRONEY. The gross amount paid?

Mr. BRENKWORTH. Yes, sir. And this information is also duplicated in the annual report of the Secretary.

Senator MONRONEY. This is basic pay; is it not?

Mr. BRENKWORTH. No, sir; it is gross salary, Senator.

Senator MONRONEY. It is the quarter, I see. Each quarter has the amount paid in that quarter.

Mr. BRENKWORTH. Yes, sir.

Senator MONRONEY. This comes out how long after the quarter is over?

Mr. BRENKWORTH. Within 60 days of the close of each fiscal quarter.

Senator MONRONEY. The total listing of all the employees of the Senate as well as all the Members' offices.

Mr. BRENKWORTH. That is right. It includes the joint committees which are paid from Senate funds.

Senator MONRONEY. Including the police funds and other types of jobs as well, mail carriers?

Mr. BRENKWORTH. That is right.

RESTRICTION IN SECTION 105 OF HOUSE BILL

Senator MONRONEY. Now you say you have serious doubts regarding the workability of the restriction as it is contained in section 105.

Mr. BRENKWORTH. First, let me point out as I did previous that we do have a law already which requires publication of this information.

If this amendment in the current bill is enacted into law quite obviously it will be interpreted to mean that the reports currently being filed are not sufficient and that something else should be done.

I don't believe the language is clear enough as to what else is to be done. I have taken the liberty of submitting the matter to the Legislative Counsel's Office and received a memorandum from them from which I will quote if you will permit me.

MEMORANDUM FROM LEGISLATIVE COUNSEL

Under the circumstances it would be difficult if not impossible at this time to provide specific answers to such questions as whether or not the inclusion in the annual report of the Secretary of the Senate of all expenditures of Senate committees will constitute compliance with section 105 or whether some different form of publicity will be required.

The ultimate answer to these questions will depend to a great extent upon the additional legislative history which doubtless will be made before this provision is finally enacted into law.

In other words, due weight will have to be given to any explanation or interpretation of the provision which might be included in the report of the Senate Committee on Appropriations as well as to any pertinent statements which might be made during debate on the bill or on the conference report. In view of the questions raised it is apparent that some clarification of the provision either through amendment or by way of legislative history would be highly desirable.

DISSEMINATION OF INFORMATION

The question has been raised before, mostly by the press, as to whether or not they could come into my office, for example, and say, I would like to see the vouchers you are processing. Bearing in mind the large number of people we have here, covering the various newspapers, covering the Capitol, this is an impossible thing. I just don't have the staff or the space to service the press corps with the number of requests that they would make for information about expenditures.

The Senate has in the past always felt that the filing of this report makes the information public. Some of the information is made available within 6 months. For the beginning of the year fiscal information, of course, it is 18 months.

Senator MONRONEY. I think that is one of the prime objections of the press and others, that while it finally reaches the publication stage that it is so long delayed that the news matter becomes somewhat obsolete.

SPEEDING UP PUBLICATION OF REPORTS

Is there any way you could speed this up by quarterly reporting or some other method where these will assume the value of current reports?

Mr. BRENKWORTH. Yes, sir. As a matter of fact I think that perhaps your suggestion might be a very good one from an administrative standpoint in that this will spread out what is a large job at the end of the fiscal year to a lesser job over the four quarters. If this is done I hope full consideration will be given to repealing the necessity for filing the annual report. I think it would be quite expensive to do the job twice.

Senator MONRONEY. If four quarterly reports would equal one annual report.

Mr. BRENKWORTH. Yes, sir. I was referring to the necessity of filing the four quarterly reports and then repeating all of this information in an annual report.

Senator MONRONEY. You could put them together in an annual report and make the annual report one section, either the fourth quarter

or something. But it would be better to conduct it in just quarterly reports so that it would be more available. This would serve the purpose generally of publicizing and making open records available to the press or to the public, would it not?

Mr. BRENKWORTH. Yes, it would.

Senator MONRONEY. Overall expenditures that go from the money appropriated by the Congress to individuals.

Mr. BRENKWORTH. Yes, sir. The same information that we publish annually

EXPENDITURES, ARCHITECT'S OFFICE

Senator MONRONEY. Does this include the Architect of the Capitol?

Mr. BRENKWORTH. No, sir; it does not. Just the Senate.

Senator MONRONEY. The Architect of the Capitol runs a considerable amount of money and I imagine involves a great many accounts. As a matter of fact, the House bill has \$19,607,000. He had \$33 million last year while they were building the New House Office Building. That makes a different bit of a problem from the expenditures that we have up here on the Hill although our total expenditures for all purposes runs \$31 million.

Mr. BRENKWORTH. Yes, sir.

QUESTION OF QUANTITY, SECRETARY'S REPORT

Senator MONRONEY. A request of \$31,010,390. You feel though as far as your own accounting and opening your records to full public surveillance, this could be served by a quarterly printed report rather than an annual report?

Mr. BRENKWORTH. Yes, sir. As far as I am concerned and I speak strictly from an administrative standpoint, I would much prefer that the information be made available to the public through the means of a report, whether this report is filed annually or quarterly is not material to me.

The thing that I don't want to get involved in is having to serve people at the counter requesting information about our expenditures. If that happens we will have trouble because with the staff I have and the space I have, I just can't do it and do my work.

SERVING PUBLIC INFORMATION INQUIRIES

Senator HAYDEN. Mr. Chairman, I have looked into this. It is just impossible for Mr. Brenkworth to be a source of information for reporters and perform his duties. He just can't do both of those things.

Senator MONRONEY. The purpose of having public records open, however, to the public is very important and if the law would require him to file this complete record of all transactions, the press and the public would have access to every voucher that is cleared through your office.

Mr. BRENKWORTH. More timely access. They have that access now.

Senator MONRONEY. As you say, it is either 6 to 18 months which means quite a time flow. You need additional time after the close of the quarter.

Mr. BRENKWORTH. Yes, sir.

Senator MONRONEY. You would need some time.

Mr. BRENKWORTH. Yes, sir; at least 60 days, Senator, the similar period of time that we have for the salary part of it. That job would still have to be done.

Senator MONRONEY. This has met the need very well on the salaries; has it not?

Mr. BRENKWORTH. I presume so. I have not heard many complaints about it. Of course they are issued by the Secretary's Office. I doubt that you can please everybody.

GAO AUDITING

Senator MONRONEY. Then your office is audited by the General Accounting Office.

Mr. BRENKWORTH. Yes, sir; all of our vouchers are submitted to the General Accounting Office quarterly for settlement of our appropriation accounts.

Senator MONRONEY. And all are numbered as they are contained in there?

Mr. BRENKWORTH. Yes, sir.

Senator MONRONEY. To make it absolutely certain that this would be open and public you feel that the quarterly method would be far superior to the provision contained in the House bill?

Mr. BRENKWORTH. Yes.

Senator MONRONEY. Excepting on the Architect of the Capitol.

Mr. BRENKWORTH. I would not say anything about that, I am not familiar with his problems. I don't know what this will do to his Office. As far as I am concerned I feel something is necessary, otherwise we have a wide open situation here.

IMPACT OF HOUSE LANGUAGE

Obviously what we are presently doing is not satisfactory if this language is approved by the Senate. Something in addition is required.

Senator MONRONEY. This was language approved by the House.

Mr. BRENKWORTH. That is right.

Senator MONRONEY. After the General Accounting Office provision had gone out on a point of order.

Mr. BRENKWORTH. That is correct. Now what is done, whether this is clarified in the report, whether the language is changed, whether the Senate decides it wants another means of making this information available is entirely up to the Senate.

But I do feel something is necessary to clarify this point at this time.

REPORTING ARCHITECT'S EXPENDITURES

Senator MONRONEY. You work with the Architect of the Capitol on many items; do you not?

Mr. BRENKWORTH. No, sir; I do not. My main contact with the Architect of the Capitol is with the Joint Committee on Inaugural Ceremonies and the Senate Restaurant.

Senator MONRONEY. We will have to ask the Architect then about the best method of including his expenditures because this is mentioned specifically by the House item, you see. The objection has

been raised, I understand, in the House and in other places that in dealing with contractors this would be apt to prejudice the Government's position in claims or change orders in construction items.

Mr. BRENKWORTH. I can see that point; yes, sir.

Senator MONRONEY. Do you have any further questions, Mr. Chairman?

Senator HAYDEN. No.

QUESTIONS FROM SENATOR SALTONSTALL

Senator MONRONEY. Senator Saltonstall regretted that he had to be out of town and could not be here today. He wanted to ask Mr. Cheatham the following question:

I have had several letters of complaints concerning girls being accosted while going to and from the parking lots. I am informed that the Chief Justice escorts his secretaries to the parking lot when they work after hours, for these reasons.

REPORT OF CRIMES ON CAPITOL HILL

I have been concerned about the problem of police protection in the jurisdiction of the Capitol Police force. Would you please furnish for the record the reports of crimes which have taken place here on Capitol Hill in the past 3 years, giving the type of crime and the disposition of each case.

Mr. CHEATHAM. I happen to have with me a copy of a letter that Mr. Duke wrote Senator Saltonstall in December of 1963. He asked us for that. I believe this letter covers the present question. May I submit that, sir?

Senator MONRONEY. I don't know whether it would satisfy him or not. Apparently this question was written since that letter. [Reading from the letter of Mr. Duke:]

The police records and reports reveal that, subsequent to January 1, 1963, there have been one assault and one indecent exposure on portions of the Capitol Grounds. The assault was on a young lady by two men in the Northwest Drive of the Capitol Grounds at 9:45 a.m. on October 22, 1963. The Capitol Police apprehended the assailants.

In February of 1963, while walking on the sidewalk along First Street NE., between C and D Streets, which area is under the jurisdiction of the District of Columbia and not a part of the Capitol Grounds, two individual women were assaulted. One was robbed after midnight, and the thief was located by the Metropolitan Police shortly thereafter. The other incident occurred around 5 a.m. also when the streets were deserted.

A few days after the second of those women was accosted on District of Columbia public space, the lack of Metropolitan Police patrol was discussed with the commanding officer of No. 1 precinct, who is responsible to police First and Second Streets and all of the cross streets in between from the Union Station to East Capitol.

Senator MONRONEY. I think this could be published in the record. These are individual items showing and detailing the report of the assault up to December 17, 1963. This letter will be incorporated in the record.

(The letter referred to follows:)

U.S. SENATE.
OFFICE OF THE SERGEANT AT ARMS.
Washington, D.C., December 17, 1963.

HON. LEVERETT SALTONSTALL,
U.S. Senate, Washington, D.C.

DEAR SENATOR: Since you called on me to express concern about employees and others being physically assaulted or robbed on the Capitol Grounds, I have reexamined the facts.

The police records and reports reveal that, subsequent to January 1, 1963, there have been one assault and one indecent exposure on portions of the Capitol Grounds. The assault was on a young lady by two men in the Northwest Drive of the Capitol Grounds at 9:45 a.m. on October 22, 1963. The Capitol Police apprehended the assailants. The indecent exposure was committed in January of 1963 before a woman employee on the large parking lot at First and D Streets on the far side of the lot from where the policeman was standing at the time. The offender escaped in the dark while the policeman ran to the scene upon hearing the lady's scream.

That incident caused me to investigate the adequacy of lighting on that and all other regular Senate parking lots. Although they proved better lighted than most modern commercial parking facilities, I felt their intensity should be increased as an added safety measure for Senate employees. The Architect estimated such an improvement would cost \$2,500, and Chairman Hayden, at my request, authorized and directed Mr. Stewart to make the expenditure from his contingent fund. These increases in lighting were completed several months ago.

In February of 1963, while walking on the sidewalk along First Street NE., between C and D Streets, which area is under the jurisdiction of the District of Columbia and not a part of the Capitol Grounds, two individual women were assaulted. One was robbed after midnight, and the thief was located by the Metropolitan Police shortly thereafter. The other incident occurred around 5 a.m. also when the streets were deserted.

A few days after the second of those women was accosted on District of Columbia public space, the lack of Metropolitan Police patrol was discussed with the commanding officer of No. 1 precinct, who is responsible to police First and Second Streets and all of the cross streets in between from the Union Station to East Capitol. That captain was most cooperative and since has regularly maintained a footman on this short beat of four city squares around the clock. In addition, one of his patrol cars cruises over that area at least twice each hour during each 24-hour period. Throughout the last 8 or 9 months, Chief Sullivan has constantly assigned a footman to patrol on First Street between Constitution Avenue and the Union Station Plaza, adjacent to the large parking lot at First and D Streets, with increased activity of the Capitol Police scout car operating in the same vicinity.

Despite the above-described additional precautions of both the Metropolitan and the Capitol Police along the borderline of the two jurisdictions, Miss Mary E. McFerron, an employee of Senator Javits, was assaulted on December 2, 1963, along First Street, under the province of the Commissioners, about 6:30 in the evening.

In a discussion last week with the commanding officer of the first precinct, he has agreed to concentrate the patrol of his footman during the hours when most employees leave the Senate from work along First Street, instead of walking around four city squares. Chief Sullivan is also increasing the patrol on his side of that border.

In view of your interest in affording proper pedestrian protection, your attention is invited to the fact that the street lights, in most of the Capitol Ground areas other than along Constitution Avenue, are of an old and virtually outmoded design and intensity. If you and Chairman Hayden could provide the Architect with sufficient funds and orders to install an entirely new and modern set of street lights throughout the Senate side of the Capitol Grounds, I think it would be of great assistance toward the prevention of crime.

With kind regards,

Sincerely,

JOSEPH C. DUKE,
Sergeant at Arms.

POLICE JURISDICTION OF CAPITOL AREA

Senator Saltonstall says:

I realize criminal jurisdiction in this area is between your jurisdiction and the Metropolitan Police Department. Would you please include for the record a statement of how these jurisdictional lines are drawn and the cooperative efforts between the Capitol force and the Metropolitan Police Department.



- LEGEND--
1. THE UNITED STATES CAPITOL GROUNDS COMPRISE ALL SQUARES, RESERVATIONS, STREETS, ROADWAYS, WALKS, AND OTHER AREAS SHOWN WITHIN THE HEAVY LINES, EXCEPT THE UNSHADED PORTIONS OF THE SENATE AND HOUSE OFFICE BUILDINGS AREAS.
 2. THE HEAVY BORDER LINES INDICATE THE BOUNDARIES OF THE UNITED STATES CAPITOL GROUNDS AND ARE INCLUSIVE OF FACE OF CURBS OF ROADWAYS, (EXCEPT LOUISIANA AVENUE WHICH IS INCLUSIVE OF THE WEST PROPERTY LINE, AND THE PORTIONS OF CONSTITUTION AVENUE BORDERING SQUARE 574 AND D STREET BORDERING SQUARE 630 WHICH ARE INCLUSIVE OF THE NORTH PROPERTY LINES.)
 3. THE SHADED AREAS INDICATE PROPERTIES COMPRISING THE UNITED STATES CAPITOL GROUNDS UNDER THE JURISDICTION AND CONTROL OF THE ARCHITECT OF THE CAPITOL.
 4. THE HATCHED AREAS INDICATE STREETS AND ROADWAYS, BETWEEN FACES OF CURBS, COMPRISING THE UNITED STATES CAPITOL GROUNDS UNDER THE JURISDICTION AND CONTROL OF THE COMMISSIONERS OF THE DISTRICT OF COLUMBIA.

APPROVED *David Lynn*
 ARCHITECT OF THE CAPITOL

*Chief of the Commission
 District of Columbia
 Washington June 7 1946*

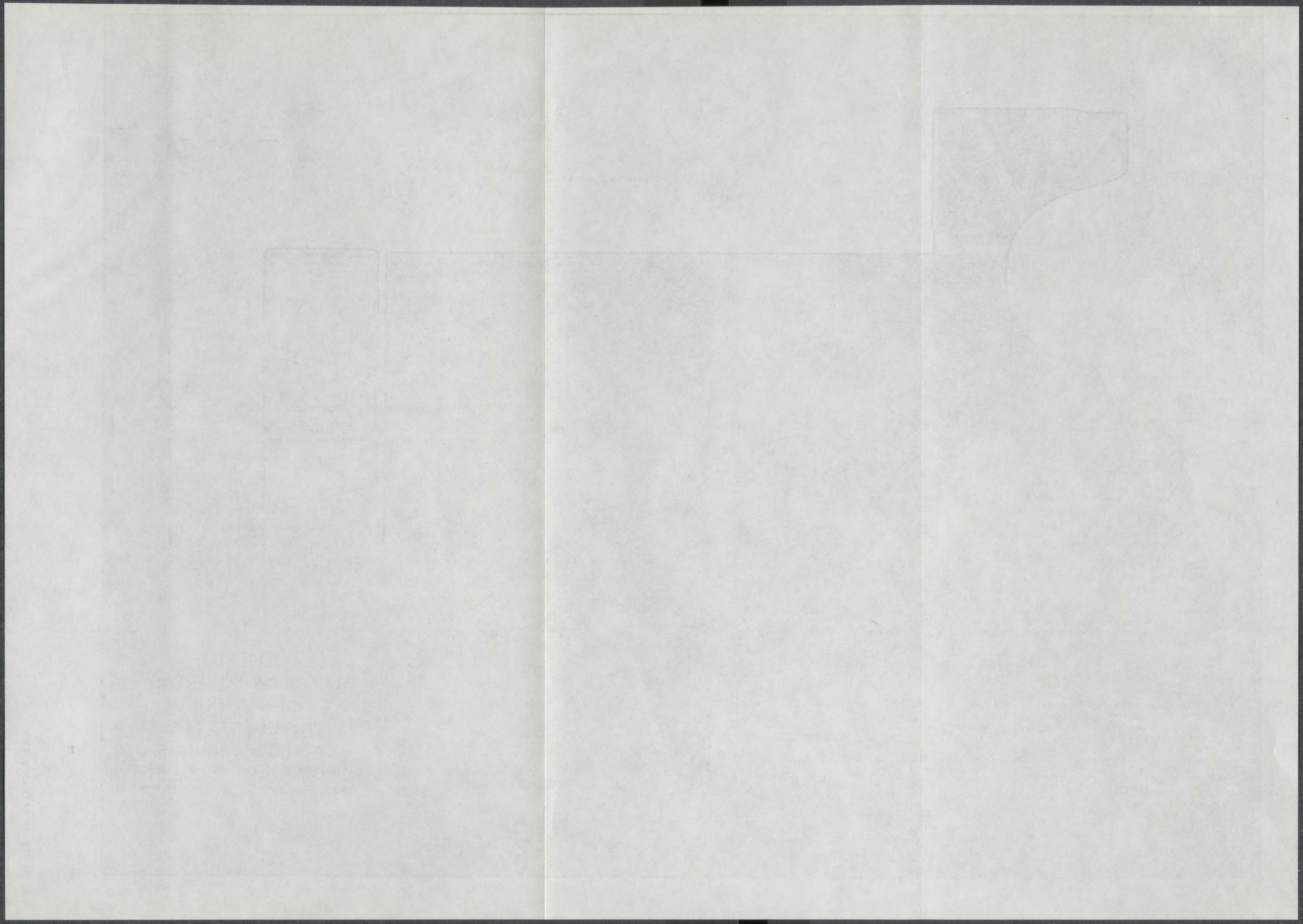
*Witness: The Secretary of the District of
 Columbia is hereby to record this plan in his office
 in the name of the Board of Commissioners
 of the District of Columbia
 M. L. S.
 Secretary of the Board*

MAP SHOWING AREAS
 COMPRISING
 UNITED STATES
 CAPITOL GROUNDS.

DAVID LYNN, ARCHITECT OF THE CAPITOL.
 SCALE - 1 inch = 200 feet
 JUNE 25, 1946.

DIVISION'S OFFICE, DISTRICT OF COLUMBIA

Received no record 11-70 A at July 3 1946
 Recorded in book 127 page 8
 Map No 3237
 ED 257249



Mr. CHEATHAM. Yes, sir. Now may I ask you this? There is a map showing the Capitol Grounds. Would you like to print that in the report supplemental to any oral statement I might make.

Senator MONRONEY. Yes; we would.

(The material referred to follows:)

EXPLANATION OF SOME ADDITIONS TO THE CAPITOL GROUNDS NOT SHOWN ON THE ATTACHED MAP

The New Senate Office Building and its sidewalks are not shown in square 725, nor is the land in that square that is occupied by several Senate parking lots. A substantial portion of square 724, just north of the aforementioned square, is also Capitol Grounds (and is used as Senate parking lots) but is not shown as such on this map.

Some changes in the map concerning additions to the Capitol Grounds on the House side also do not appear on this map.

Senator MONRONEY. But still I would like your explanation as to whether you are responsible for the open grounds and the Metropolitan Police are responsible for the streets and sidewalks.

Mr. CHEATHAM. The Capitol Grounds include many miles of walkways and roadways. I cannot submit the exact figure of mileage at this moment but I will be glad to supply it. Most of those are under the sole jurisdiction of the Capitol Police for patrolling unless the Capitol Police Board either requests assistance from the Metropolitan or consents to the use of Metropolitan. Now when a Metropolitan policeman is in hot pursuit he may follow the person he is trying to apprehend on to the Capitol Grounds without the consent or request of the Capitol Police Board.

AREA INCLUDED IN CAPITOL GROUNDS

Roughly the area that is included in the Capitol Grounds beginning at the First Street East and Constitution Avenue, by the old Capitol Grounds which is a four-block-square area surrounded by a gray stone wall, running in the southerly direction we would go to First and Independence Avenue.

Then we would turn westerly and go on Independence Avenue, the north side of the street, down to First Street West.

Senator MONRONEY. That is a park in there, where the monuments are.

Mr. CHEATHAM. In that particular intersection from the Capitol Building down to that First Street West and Independence Avenue is entirely park area. In fact, Mr. Chairman, the entire four-square-block area surrounded by the old gray stone wall is nothing but park area except where the Capitol Building itself rests on the land.

Then we would turn northerly from First and Independence Avenue, and run along the east face of the curb on First Street West to Peace Monument. From there we include a triangle between Pennsylvania Avenue, Third Street and Constitution, and First West. Then from Second and Constitution our boundary follows the west curb of Louisiana Avenue, which runs from Constitution—

BETTER POLICING NEEDED

Senator MONRONEY. We can get all that in a map. There surely is a simpler way. You ought to have a joint policing of the Capitol Grounds.

Senator Saltonstall's questions go to all crimes. There has been mugging, slugging, shooting in this area in this period. There has been a general feeling that we need greater police surveillance of this whole broad area. We are trying to find out whether we are confining our police to such narrow jurisdictions that they don't look out in the street and see something happen or if they are in the street they don't look in the park to see if anything happens.

Mr. CHEATHAM. No, sir; as a part of that question the letter to Senator Saltonstall includes all of the crimes other than traffic offenses and a few minor things that were committed during the period of time that the letter covers.

Senator MONRONEY. The past 3 years?

Mr. CHEATHAM. Since it does not cover more than for 1963 I will supply the earlier years that it does not cover so that the committee may include it in the printed hearing.

(The information referred to follows:)

Capitol Police records for 1962 and 1961 reveal the following (names deleted):

1962—On Capitol Grounds

A 13-year-old Negro boy reported that about 2:45 p.m. on April 30, 1962, while playing with two other boys in the Senate Plaza Park near the large fountain, he was approached by three unknown males, two Negro and one white—all juveniles about 13 years of age. The second set of juveniles asked to see the wrist watch of the first mentioned 13 year old. When he exhibited it on his arm the white boy removed it and inquired if the boy with the watch had any money. He admitted to 29 cents and the white boy took that. The three unknown juveniles ran from the scene but they were overtaken and arrested.

1962—On Capitol Grounds

At 9:10 p.m. April 30, 1962, a 71-year-old white female with a female companion 73 years old, both from Brooklyn, N.Y., were walking on the lawn of the west front of the Capitol. They were approached from behind by a Negro female of late teen age wearing a skirt and blouse. The Negro attempted to snatch the 71 year old's pocketbook from her arm. When she resisted the Negro struck her in the face and knocked her to the ground. The Negro female assailant then ran from the scene and went on toward First Street West, disappearing in the dark before the police could be summoned to find her.

1962—On Capitol Grounds

White female, age 40, of Euclid, Ohio, was taking pictures on the west front of the Capitol at 7:45 p.m. on July 26, 1962. While near the John Marshall Statue at the foot of the big west stairway she was slapped in the face by one of two Negro females about 12 years of age, causing her glasses to be knocked to the ground. The two Negro girls disappeared toward First Street east before police could be summoned.

1962—On Capitol Grounds

A white female clerk in the New Senate Office Building parked, at 8:45 a.m. on December 29, 1962, on Senate parking lot behind Womens Party building. As she walked to the west to go into the building her pocketbook was snatched from her left arm with \$81 and the usual personal papers and other effects. The robber was a Negro male about 20 to 25 years old. He made his escape by running to Constitution Avenue and then toward the Old Senate Office Building. The pocketbook, minus the \$81, was recovered between parked automobiles on Constitution Avenue. Metropolitan Police Identification Bureau found no fingerprints.

1962—*Just beyond the Capitol Grounds on District of Columbia public space*

A white female 21 years of age employed in Senator's office, reported that about 8:30 p.m. January 30, 1962, while she was walking on the sidewalk almost in front of the Carroll Arms Hotel, she was approached by a Negro male about 39 to 45. He held an unidentified object in one hand and said, "Lady, this is a stickup, give me your pocketbook." She screamed and ran into the Carroll Arms Hotel with her pocketbook and the Negro escaped before being overtaken.

1961—*On Capitol Grounds*

White male, 22 years old, of Knoxville, Tenn., reported that about 12:40 p.m. on August 25, 1961, he fell asleep on a park bench on the west front of the Capitol Grounds. While asleep a Negro male 12 years old removed his billfold from his trouser pocket. The contents comprised \$10 in bills, a check for \$500 and express money orders for \$140. The Negro was overtaken and arrested.

Mr. CHEATHAM. There is a great deal of overlapping of patrol work at the borderline dividing the jurisdictions of the Metropolitan Police and the Capitol Police. The Metropolitan Police captain commanding the first precinct, which abuts most of the Senate side of the Capitol Grounds is very cooperative.

I know exactly what he furnishes near our northeast boundary but do not believe it is advisable, from a security standpoint, to put all that on the record, sir.

Senator MONRONEY. You can go off the record. I think it probably would be better to have this when Senator Saltonstall who raised this question is here.

Mr. CHEATHAM. All right, sir.

Senator MONRONEY. If you will, please be prepared at that time to detail how we can get maximum police protection. If there are any gaps in the jurisdictions or if we are overpolicing one section and not the other I think it is a matter of great importance.

Certainly the Nation's Capitol and the surrounding area should be as secure as it could be made instead of the frequent locale of crime of various natures.

Mr. CHEATHAM. Absolutely, and of course the Sergeant at Arms is very desirous of having it as free from crime as is possible because it is his duty and responsibility insofar as funds are provided.

SUPERVISION OF CAPITOL POLICE

Senator MONRONEY. I understand the Capitol Police are now supervised by a veteran police officer, a high ranking police officer of the Metropolitan Police who is brought here and is in charge generally of the organization, training, and efficiency of the Capitol Police force.

Mr. CHEATHAM. For the last 9 or 10 years we have had in succession two Deputy Chiefs of the Metropolitan Police serving respectively as Chief of the Capitol Police. Those men gained great experience in the large city police functions and they are not as narrow in their experience as the Capitol Police. Further, they don't have any fear of trying to do the right thing because they can always go back downtown if things don't work out right here for them.

Senator MONRONEY. You have some besides the Deputy Chief, you have some squad leaders, or patrolmen or scout car officers assigned up here from the Metropolitan Police too.

PLAINCLOTHES OFFICERS

Mr. CHEATHAM. Yes, Mr. Chairman, for several years we have had Metropolitan Police captains in plainclothes, one on the Senate side and one on the House. I am not really trying to burden you with the House but just to give you all the facts.

Under each of such captains are five plainclothes detectives who are here each day the respective bodies are in session. The captains are here every day but the five Metropolitan detectives on the Senate side, serving under the Metropolitan captain, work here only on days the Senate sits, except, as the chairman was good enough to help me explain awhile ago, when we have ceremonial functions or disturbances that require them to be here on days when the Senate is not in session.

NIGHT SUPERVISION

Senator MONRONEY. You keep referring to the days. How about the nights?

Mr. CHEATHAM. Speaking of any time the Senate or the House is in session, a day may only last a few minutes or it may last all the way until midnight or the next day.

Senator MONRONEY. I know, this is good, but do all these trained men from the Metropolitan force depart Capitol Hill once the adjournment bell rings at 5 o'clock in the evening and the protection then of the large number of girls and others working up here on Capitol Hill devolves upon the Capitol Police.

Mr. CHEATHAM. Those plainclothes Metropolitan detectives that I have mentioned were obtained originally as security for the House and Senate Chambers, primarily. After they have worked a normal workingday and the Senate adjourns they are not retained here later. This I think should be off the record.

Senator MONRONEY. Off the record.

(Discussion off the record.)

Senator MONRONEY. The committee will stand in recess subject to the call of the chair.

(Whereupon, at 10:50 a.m., Saturday, May 9, 1964, the subcommittee recessed subject to call.)

LEGISLATIVE BRANCH APPROPRIATIONS FOR 1965

WEDNESDAY, MAY 13, 1964

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

The subcommittee met at 8:30 a.m., pursuant to recess, in room 1223, New Senate Office Building, Hon. A. S. Mike Monroney, chairman of the subcommittee, presiding.

Present: Senators Monroney, Bartlett, Hayden, Saltonstall, Young.

OFFICE OF THE ARCHITECT

STATEMENTS OF J. GEORGE STEWART, ARCHITECT OF THE CAPITOL, MARIO E. CAMPIOLI, ASSISTANT ARCHITECT OF THE CAPITOL, CHARLES A. HENLOCK, ADMINISTRATIVE OFFICER, PHILIP L. ROOF, EXECUTIVE ASSISTANT, WALTER L. RUBEL, COORDINATING ENGINEER, J. LEWEY CARAWAY, SUPERINTENDENT, SENATE OFFICE BUILDINGS, PAUL PINCUS, LANDSCAPE ARCHITECT AND HORTICULTURIST, WILLIAM J. RAINES, ASSISTANT TO ADMINISTRATIVE OFFICER, DANIEL J. GEARY, ACCOUNTING OFFICER; FOR THE LIBRARY OF CONGRESS, WILLIAM J. WELSH, ASSOCIATE DIRECTOR, ADMINISTRATIVE DEPARTMENT; AND FOR THE SENATE, WILLIAM S. CHEATHAM, ADMINISTRATIVE ASSISTANT TO THE SERGEANT AT ARMS OF THE SENATE

POLICING CAPITOL HILL AREA

Senator MONRONEY. The subcommittee on legislative appropriations will be in session.

Senator SALTONSTALL has a conflicting meeting, and I would like to have him start.

Senator SALTONSTALL. I appreciate that, Mr. Chairman. The thing I am very much interested in, Mr. Stewart—and I have communicated with you and with the Office of the Sergeant at Arms regarding it—is the policing of the parking lots near the Senate Office buildings and the policing around the Capitol Hill buildings at night.

Now I have had several letters on complaints of assaults on some of our girls. Senators and male staff members personally escort our girls to the parking lots when the girls work late.

I am informed, although I do not have firsthand knowledge, that Chief Justice Warren escorts his girls to their cars.

Now, it seems to me, under the circumstances, that we should do something about increased protection. I know that you suggest additional lighting. I wondered if it would not be possible, somehow between the Sergeant at Arms and the Architect of the Capitol and the Metropolitan Police Department, to have the area better policed at night, particularly, say, between the hours of 5:30 and 8.

Mr. STEWART. Senator, yesterday afternoon at a meeting of the Capitol Police Board, of which I am a member, along with the two Sergeants at Arms, this very matter was discussed, the lack of protection not only in the grounds, but in the buildings.

POLICE PATROL PROTECTION

Insofar as the lighting is concerned, I would be very happy to augment it with anything at all that would be necessary. But there is a crying need, undoubtedly, and that is for greater police protection, especially patrols.

I am not speaking of automobile patrols.

Senator SALTONSTALL. Was not one of your own girls assaulted?

Mr. STEWART. Yes, within 200 feet of our office, and it was in daylight. The vandalism and the actions of the public in this last 2 or 3 years can only be described in one word, and that is "disgraceful." Some of them have no respect at all for property or persons.

VANDALISM AND DISGRACEFUL ACTIONS

That applies both to the inside of the buildings as well as the grounds. We have such things as the bronze features on some of the doors that have been knocked off and stolen. We have statues on the grounds that have been defaced. We have even had the sprinkler-heads on the grounds, which are brass, stolen.

Senator SALTONSTALL. I have discussed this matter with the chairman of this subcommittee here, Senator Monroney. I have confidence in what he recommends. It seems to me that this legislative subcommittee should go to the full committee with specific recommendations.

I am confident that the chairman will do so. But I think it is something that I would like to emphasize. I hope we will get your cooperation and that of the Sergeant at Arms.

GREATER POLICE PROTECTION

Mr. STEWART. As one of the members of the Capitol Police Board, I would like to say that we would welcome it. I think that it would be helpful if the committee would be on record insisting that greater police protection be provided.

Senator MONRONEY. I want to thank the Senator from Massachusetts for raising this point. His questions, that we asked Saturday, brought this into focus.

I think one of the requirements would be for professionally trained policemen to be used here at night in sufficient numbers so that any citizen would feel safe in looking at his Capitol at night.

This is a huge area and the Metropolitan Police, as I understand it, have no men on at night supplementing forces that are employed by the Senate itself.

While lighting would possibly help after 2 or 3 years, as it gets designed and installed, it would not take care of the problem immediately.

We have talked about this to the Sergeant at Arms.

METROPOLITAN POLICE

Mr. CHEATHAM. May I make some further observations, if Senator Saltonstall has another brief minute. First, Mr. Chairman, I probably misinterpreted your question of me on Saturday. I thought you meant augmenting the Capitol Police force itself. Mr. Duke is very much against that, because they are not as experienced as the Metropolitan Police and there are other difficulties, such as school classes and things like that.

REIMBURSABLE LOAN BASIS

Just before the meeting closed, you made it clear to me that you meant to propose giving us some extra Metropolitan Police on reimbursable loan. We have worked on that since Saturday and Mr. Duke recommends that there be appropriated extra funds for five regular Metropolitan privates with more than 3 years of service and less than seven, and three Metropolitan Canine Corps specialists, which would cost \$93,283 for a 7-day week, 12 months, or 52 weeks in the year.

Those would be purely for the Senate side of the Capitol Grounds, because we do not know about the desires or needs of the House. We would use them, for instance, in the summer from such as 6 p.m. until 2 a.m., and in the winter perhaps from 4 or 4:30 p.m., according to the sunset, until 12 or 12:30.

If the committee grants extra funds to obtain eight additional Metropolitan policemen on the reimbursable loan basis, Mr. Duke is of the opinion there will be no problem in the prevention of crime on the Senate side of the Capitol Grounds during the evening. On the other side of the borderline in that area, which is Metropolitan jurisdiction, there are currently assigned sufficient No. 1 precinct men to afford good protection.

Senator SALTONSTALL. I thank the chairman. I am sure that under his guidance the situation will be worked out. I appreciate your courtesy.

Senator MONRONEY. Thank you very much, Senator.

Senator YOUNG. Mr. Chairman.

Senator MONRONEY. Yes.

APPREHENSION OF CRIMINALS

Senator YOUNG. Have the police caught any of these people who have made these assaults?

Mr. CHEATHAM. Yes, sir. For instance, those that assaulted the young lady working for the Architect, about which you have heard briefly. Those two boys, one was an AWOL U.S. soldier, and the other one was some boy more or less out of work, as I remember, not quite a vagrant, who attacked that girl. Within a short time thereafter, they were both apprehended and, as I recall, convicted.

And there have been others over the years, some of them beyond our boundary line. For instance, near the Plaza and Carroll Arms

Hotel, on the east side of the street, which is the District of Columbia jurisdiction and not Capitol Grounds, we had two assaults within the last couple of years. At least one of them was apprehended but the other one ducked in a city alley in a hurry and got away before the police could catch him.

The others I will have for you to put in the record.

Senator Saltonstall's question, read to me by the chairman, was more than I came prepared to answer.

CHARGING AND HOLDING CRIMINALS

Senator YOUNG. When you catch these people, do you have to turn them loose again like they do downtown in the police?

Mr. CHEATHAM. No, sir. Our Capitol Police have full authority to take them downtown and book them at such as No. 1 or No. 9 police precincts.

Senator YOUNG. How long can you hold them then?

Mr. CHEATHAM. It is just the same as the Metropolitan Police, for the same type of crime. In other words, under some of the court decisions, if you do not have proper evidence and can charge a man right away, you cannot hold him long. But if you have the evidence and have an opportunity to charge or arraign him right away, you can hold him as long as our legal processes provide for orderly prosecution of respective crimes.

Senator YOUNG. I visit the downtown police precincts once in awhile, and it seems like they have to turn them out as fast as they get them in. Someone comes in and plunks down about \$2 and out they go again.

DISTRICT OF COLUMBIA CRIMES

Mr. CHEATHAM. Maybe the Congress has not provided criminal laws for the District of Columbia quite as good as those of other jurisdictions. Crimes in the District that are not in violation of regulations promulgated by the District's Commissioners, are mostly crimes against the United States. I have heard judges in other areas say that their criminal statutes provide for greater penalties than are actually in effect in the District of Columbia.

You see, common law type crimes in the District are against the United States but such crimes in your State are not against the United States, they are against the State.

Senator YOUNG. I am familiar with that, but it seems like we should have more authority with respect to these crimes.

Mr. CHEATHAM. Every time the Metropolitan Police try to do a good job, somebody says they are brutal.

Senator YOUNG. That is all.

Senator MONRONEY. Thank you very much.

The eight men you suggested would be what your estimate is to police one-half of the Capitol Grounds; is that correct?

NUMBER OF PRIVATES AND CANINE CORPS SPECIALISTS

Mr. CHEATHAM. It is a little better than half the grounds. Mr. Duke proposes eight policemen, five uniformed privates, and three canine corps specialists.

The canine corps specialists receive \$540 per annum more. May I exhibit to you, Mr. Chairman, and to Senator Young, this little dia-

gram. This is the Union Station and this is the Capitol Building. This is the old Capitol Grounds. The New Senate Office Building has not been brought up to date on the diagram yet.

But here is the Standard Oil Building. Now, the Senate side of the Capitol Grounds, as you see on this map, is all of the dark area.

Mr. HENLOCK. This is an up-to-date map including recent acquisitions. [Presenting another map.]

Mr. CHEATHAM. Mr. Henlock's man includes some land which has been acquired by the House but not yet Capitol Grounds. The center line running right down through there (from First and East Capitol to First Street west, abutting the Mall) divides the Senate and House Grounds. The Supreme Court area is excluded but everything else to the north of the line is included right down to the Union Station, plus this triangle, down to Third and Constitution on the west.

The House side of the grounds is growing.

HOUSE ACTION

Mr. Duke hesitates, of course, to recommend anything for the House just as you gentlemen probably would want the House to make their own decision and put something in for themselves if they wish. Mr. Duke feels the eight policemen, if you gentlemen will provide him the money for the fund to reimburse the District, will be sufficient for the Senate areas. Those men will be right under our new chief, Carl Schamp, the Sergeant at Arms of the Senate specifically, and the Police Board generally.

Senator MONRONEY. In the House legislation appropriation bill they provided \$294,175 for the salaries of 54 additional police—52 privates, 1 sergeant, and 1 lieutenant—pending authorization in H.R. 648.

Of the total number, 25 are to be assigned to the Rayburn Building. The others are to fill out posts in and about the Capitol and the two existing office buildings.

Have you been able to get together with the Sergeant at Arms of the House with reference to this problem?

Mr. CHEATHAM. Yes, sir. You see, we have 128 police positions on the Senate side and the House has 90 positions.

Mr. Johnson, the Sergeant at Arms of the House, asked for more not only to provide for the new and third House building, the Rayburn Building, but to put his side of the force on a par with that of the Senate for the Capitol, the Capitol Grounds, and the two existing House Office Buildings.

POLICE FOR NIGHTWORK ON CAPITOL GROUNDS

Senator MONRONEY. I want it distinctly understood that the police we are talking about now for the nightwork on the Capitol Grounds would be the Metropolitan Police. I was amazed to find that the Metropolitan Police depart from Capitol Hill when the Senate goes out of session.

Mr. CHEATHAM. Yes, sir. Mr. Duke feels the proposed additional eight Metropolitan men for the evening shift would cover your principle, Mr. Chairman, of protecting the tourists as well as the employees and others on our side of the Capitol Grounds.

Senator MONRONEY. I think it would be safe in the Capitol area so that any citizen from anywhere in the world should be able to walk out and view the Capitol dome and walk on the grounds at any time of the day or night.

Mr. CHEATHAM. I hope this committee will ask the Commissioners to make sure that the Metropolitan Police patrol their side of our boundary line as well as the present captain of No. 1 precinct has done for some months.

Senator YOUNG. May I interrupt at this point?

Senator MONRONEY. Yes.

COMPOSITION OF POLICE FORCE

Senator YOUNG. How many of these policemen will be with dogs?

Mr. CHEATHAM. Of the eight we seek on reimbursable loan, there will be three with dogs and the other five would be ordinary policemen with walkie-talkies.

Senator MONRONEY. They will be regular patrolmen?

Mr. CHEATHAM. They will be regular footmen with uniforms. Mr. Duke feels that it is better to have them in uniform, because a man who is a potential criminal is not as apt to take advantage of somebody half a block away if he sees a policeman in uniform, as he is if he sees only a man in civilian dress as a detective would appear. The plain-clothesman might catch him, but the damage may have already been done to an innocent victim's head or other part of his body.

Senator MONRONEY. We expect to go into this matter at some later time.

NEW CHIEF OF POLICE

Mr. STEWART. Mr. Chairman, may I just say one more thing. At the meeting yesterday, we had the newly appointed Chief of Police, Chief Carl Schamp, who has been on the Hill for over 25 years. He is conversant with most of these problems, and undoubtedly, and I think Mr. Cheatham will agree with me, he will have some suggestions that will help out and assist in getting the proper setup.

Mr. CHEATHAM. He is to make recommendations with Mr. Duke on our side. For the record, Mr. Chairman, Chief Schamp is and has been a Metropolitan policeman ever since he was first assigned to the Capital about 1938 or 1939.

SENATE OFFICE BUILDINGS

Senator MONRONEY. The next item under the Architect is the Senate Office Buildings. The estimate for fiscal year 1965 is in the amount of \$2,402,000, which is a reduction of \$133,300 under the current year appropriation.

Justification

1964 appropriation in annual act.....	\$2, 535, 300
Wage board pay supplemental in H. Doc. 203.....	31, 000
Total appropriation, 1964.....	<u>2, 566, 300</u>

Deductions:

Regular pay above 52-week base allotment decreased from \$10,000 to \$5,000 due to 1964 being leap year and containing 2 additional days instead of the usual 1 additional day above the 52-week base.....	5, 000
Elevator repairs and improvements, nonrecurring item allowed for 1964, dropped for 1965.....	40, 000

This item provided for modernization of elevator No. 10 located in the southeast corner of the Old Senate Office Building; the geared machine and hoisting motor of this elevator being over 50 years old, replacement parts being no longer readily obtainable, and repair cost not economically feasible.

Justification—Continued

Deductions—Continued

Maintenance, air conditioning and refrigeration systems, 2 non-recurring items allowed for 1964, dropped for 1965-----	\$21, 100
<p>\$11,600 was provided for replacement of the refrigerated drinking water condensing units in the 1st Street wing of the Old Senate Office Building.</p> <p>\$9,500 was provided for replacement of fans Nos. 8 and 18 in the air-conditioning system of the Old Senate Office Building, which had been in service for 25 years and reached the point where they could not longer be kept in satisfactory repair.</p>	
Fire protection, attic, Old Senate Office Building, nonrecurring item allowed for 1964, dropped for 1965-----	136, 400
Replacement of obsolete wiring, attic floor, Old Senate Office Building, nonrecurring item allowed for 1964, dropped for 1965-----	35, 000
Installation and alteration of fireproof doors, abasement, Old Senate Office Building, nonrecurring item allowed for 1964, dropped for 1965-----	14, 800
	<hr/>
	-252, 300
	<hr/>
Base for 1965-----	2, 314, 000
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Additions:

Personnel compensation:

Wage rate increases authorized by Public Law 763, 83d Cong.	19, 234
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Under the provisions of Public Law 763, 83d Cong. 287 laborers and mechanics on the Senate Office Buildings' roll are at present compensated on a wage board, prevailing-rate basis. Public Law 763 provides that the compensation of such employees shall be fixed and adjusted from time to time as nearly as is consistent with the public interest in accordance with prevailing rates.

An increase of \$14,988 is requested for 1965 to meet on a full-year basis the cost of increased wage rates established for the sewage board positions as a result of a general survey of Government and industrial employees' wages in the Washington metropolitan area, conducted during the past year. The new rates went into effect Dec. 8, 1963, pursuant to the provisions of Public Law 85-872, 85th Cong. This increase is necessary in order that the Senate Office Buildings' wage board employees may be compensated on a full-year basis in the fiscal year 1965 in accordance with present prevailing rates.

An increase of \$4,246 is requested for 1965 to meet the cost of within-grade promotions authorized by Public Law 763 under the wage board system, for employees compensated under that act.

Within-grade promotions and other changes under the Classification Act of 1949, as amended, for employees compensated under that act-----	2, 300
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Increased pay costs due to Public Law 87-793, approved Oct. 11, 1962, Federal Salary Reform Act of 1962 to cover increases which went into effect Jan. 5, 1964, under authority of that act and must be met on a full-year basis in 1965-----	2, 766
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Contribution to retirement fund, increased from \$93,900 to \$99,500-----	5, 600
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This item is required to cover the cost of Government contribution to retirement fund required by Public Law 854, 84th Cong., title IV, Civil Service Retirement Act Amendments of 1956. The additional cost results from increase in basic pay rates.

Justification—Continued

Additions—Continued

Personnel compensation—Continued

Maintenance, air-conditioning and refrigeration systems, nonrecurring item of \$4,300 requested for 1965 under this allotment..... \$4,300

During the past 2 years, 18 central air-conditioning units located in the attic fanrooms of the Old Senate Office Building have been completely rebuilt and insulated under funds allowed for such purpose. As an added measure of preservation, in order to prolong the life of the units, an allotment of \$4,300 is requested for 1965 to paint the units with a protective coat of paint.

Equipment: 2 nonrecurring items of equipment are requested for 1965, totaling..... 53,800

\$8,800 is requested for the purchase of 295 dry-chemical fire extinguishers, at \$30 each, to replace 295 soda-acid and foam extinguishers now in use. The dry-chemical extinguishers will provide a 50-percent greater extinguishing capability than the extinguishers now in use. The dry-chemical extinguishers require no maintenance, except for periodic checking of the pressure gages, whereas the existing extinguishers must be recharged every 12 months and hydrostatically tested at specified intervals. The dry-chemical extinguishers also will not damage materials on which they are used. They can also be used on electrical fires, whereas soda-acid and foam extinguishers may be not used on this type of fire without exposing the user to the dangers of electrical shock.

\$45,000 is requested for the purchase and installation of 2 35-millimeter and 2 16-millimeter motion picture projectors, complete with sound equipment, for the auditorium located on the ground floor level of the C Street wing of the New Senate Office Building. This auditorium, accommodating 500 persons, and constructed when the new building was erected, has been in use since occupancy of the building in October 1958. It is at present equipped with a voice-reinforcement system, equipment for recording hearings, and with broadcasting and television facilities; also, with a motion picture screen and speaking systems, but not with motion picture projectors.

During the past several years, the only way that motion pictures have been able to be shown in the auditorium is by borrowing motion picture projectors from the Army and Navy, when available. This arrangement has not proven to be a very satisfactory one, and in view of the fact that from 20 to 25 requests are received each year from Senators and Senate committees to show motion pictures in the auditorium, an allotment of \$45,000 is requested for 1965 to procure our own equipment.

Total additions..... + 88,000

Total estimate for 1965..... 2,402,000

BUDGET ESTIMATE OF 1965

Senator MONRONEY. Would you please go over the justification for this item, Mr. Stewart.

Mr. STEWART. For 1964, we were allowed \$2,535,300 and \$31,000 has been requested as a supplemental for 1964 for wage board pay increases—a total of \$2,566,300 for 1964.

For 1965, we are asking for \$2,402,000—or \$164,300 under the 1964 total.

PERSONNEL COMPENSATION

The first item which is for personnel compensation is found on page 76 and is in the amount of \$19,234. Public Law 763 provides that the compensation of wage board employees shall be fixed and adjusted from time to time as nearly as is consistent with the public interest in accordance with prevailing rates.

Mr. HENLOCK. That is to meet the wage changes that occurred December 8, 1963.

Senator MONRONEY. You may proceed.

WITHIN-GRADE PROMOTIONS

Mr. STEWART. The next item is for within-grade promotions under the Classification Act of \$2,300.

Increased pay costs that went into effect January 5, 1964, under the Federal Salary Reform Act of 1962, amount to \$2,766.

Contribution to retirement fund is increased from \$93,900 to \$99,500, or an increase of \$5,600.

Senator MONRONEY. Is that because of salary increases?

Mr. STEWART. Yes, sir.

MAINTENANCE

The increase under "Maintenance, air-conditioning, and refrigeration systems," is a nonrecurring item, and that amounts to \$4,300.

Senator MONRONEY. What is that for?

Mr. STEWART. During the past 2 years, 18 central air-conditioning units located in the attic fan rooms of the Old Senate Office Building have been completely rebuilt and insulated under funds allowed for such purpose. As an added measure of preservation in order to prolong the life of the units, an allotment of \$4,300 is requested for 1965 to paint the units with a protective coat of paint.

Senator MONRONEY. You will do more than that with the \$4,300; will you not? I mean, there is preservation and servicing.

Mr. STEWART. That is right; it is for preservation.

Senator MONRONEY. But you say this is a nonrecurring item.

Mr. STEWART. That is right.

EQUIPMENT

The next is for equipment totaling \$53,800, and of that \$8,800 is requested for the purchase of 295 dry chemical fire extinguishers at \$30 each to replace 295 soda acid and foam extinguishers now in use.

PROJECTORS AND SOUND EQUIPMENT

The next item is for \$45,000, which is requested for the purchase and installation of two 35-millimeter and two 16-millimeter motion picture projectors, complete with sound equipment for the auditorium located on the ground floor level of the C Street wing of the New Senate Office Building.

This auditorium, accommodating 500 persons and constructed when the new building was erected, has been in use since occupancy of the building in October 1958. It is at present equipped with a voice

reinforcement system, equipment for recording hearings, and with broadcasting and television facilities and, also, with a motion picture screen and speaking systems—but not with motion picture projectors.

During the past several years, the only way that motion pictures have been able to be shown in the auditorium is by borrowing motion picture projectors from the Army and Navy, when available.

This arrangement has not proven to be a very satisfactory one, and in view of the fact that from 20 to 25 requests are received each year from Senators and Senate committees to show motion pictures in the auditorium an allotment of \$45,000 is requested for 1965 to procure our own equipment.

DOCUMENTARY FILMS

Senator MONRONEY. This, I gather, is for documentary films that would supplement the hearings and evidence, as well as the other types of films.

Mr. STEWART. I believe that is the primary purpose of it, yes.

Senator MONRONEY. The place for the equipment was built in when the building was designed; is that correct?

Mr. STEWART. That is right.

Senator MONRONEY. Where did you get the figure of \$45,000? Is that not a little bit high?

Mr. CARAWAY. We contacted some of the movie projector people and that is the estimate they gave us.

Senator BARTLETT. Mr. Chairman.

Senator MONRONEY. Yes.

PROJECTOR OPERATORS

Senator BARTLETT. Will personnel have to be provided to operate these projectors?

Mr. CARAWAY. No, sir.

Senator BARTLETT. Who will do that?

Mr. CARAWAY. Our electricians will do that.

Senator BARTLETT. Is that a specialized trade?

Mr. CARAWAY. They are not very complicated, Senator. Our men can be taught to operate these projectors.

Senator MONRONEY. The point the Senator from Alaska has raised is a good one. If we invest \$45,000, we do not want to incur \$10,000 in additional salaries.

Mr. CARAWAY. I have talked with some of the men in the shops, and they can be taught to operate this equipment.

PROJECTOR PURCHASE

Senator MONRONEY. Will this be taken on a bid basis, this \$45,000 purchase?

Mr. CARAWAY. Yes, sir, or from GSA contract.

Senator MONRONEY. It seems a little high.

Mr. CARAWAY. I believe some of this equipment is now on schedule and that we can buy it from GSA.

Senator MONRONEY. If you can, that will save you some money; will it not?

Mr. CARAWAY. Yes.

Senator MONRONEY. You may proceed.

This will make the total estimate for the repair of the Senate Office Buildings \$2,402,000. This does not include the controversial items about the clocks and lights; does it?

Mr. STEWART. No, sir, it does not.

BUZZERS IN OLD SENATE OFFICE BUILDING

Senator MONRONEY. With reference to the buzzers in the Old Senate Office Building, this equipment is so old that they run on the old-type dry batteries?

Mr. RUBEL. Yes, sir; the buzzers and clocks in the Old Senate Building are operated from storage batteries. They happen to be wet storage batteries, not dry batteries.

Senator MONRONEY. Is it a central wet storage battery?

Mr. RUBEL. Yes, sir. The clocks and buzzers are direct current system installed when the building was erected, probably around 1906.

Senator MONRONEY. Is the other electrical equipment in the old building direct now, or alternating current?

Mr. RUBEL. Everything else in the building is operated on alternating current.

Senator MONRONEY. Excepting the buzzers?

Mr. RUBEL. Yes, sir; except the buzzers and the clocks.

REPLACEMENT AND REWIRING

Senator MONRONEY. Why weren't the buzzers replaced and wired into the system?

Mr. RUBEL. That part of the work was excluded from the appropriation for the conversion to alternating current. The conversion work was done under an appropriation for the Capitol Power Plant which included the electrical conversions from the direct current lighting and power to alternating current lighting and power, but this appropriation did not include any changes in the wiring for the lighting and power circuits within the buildings, or for any signal system circuits in the buildings.

Senator MONRONEY. Is the lighting on direct current?

Mr. RUBEL. No, sir.

ESTIMATED COST

Senator MONRONEY. What is the estimated cost for putting the new buzzer system into alternating current for the building?

Mr. RUBEL. Do you mean for the old building, sir?

Senator MONRONEY. Yes. The new building has the modern buzzer system.

Mr. RUBEL. Yes, sir. The new building does have electronic clocks and the modern buzzers. Some rooms would have to be equipped with this type of clock that we have on display here. This clock is energized from the building wiring with the power supplied from the alternating current source. This display clock includes the buzzer and the light signals, as well as the clock movement.

Senator MONRONEY. The light signal, though, is what runs the price up to over \$100,000.

Mr. RUBEL. Yes, sir. For the old building we estimate \$66,000. Of course, 10 percent of that cost represents excise tax.

Senator MONRONEY. Well, we have to pay that as well as everybody else. Therefore, the estimate is \$66,000.

Is that the complete installation, wiring, new buzzers, and everything?

Mr. RUBEL. Yes, sir.

LIGHT SIGNALS FOR THE NEW BUILDING

Senator MONRONEY. For the new building this would not be necessary, because of the alternating current and the buzzer system already being in there. What is the figure if you equipped it with the little lights?

Mr. RUBEL. It would be \$51,000.

Senator MONRONEY. That is \$117,000. We had a quotation last year of \$250,000, or something like that, did we not?

Mr. RUBEL. Yes, sir. That was before we had an opportunity to do some experimenting ourselves with this new system. This equipment was newly developed for the Capitol building a couple of years ago, and prior to that time there had been very little experience with this type of system before that time. We had no opportunity to develop anything ourselves until we had the equipment available to experiment with.

During the past year we have developed this clock which includes the clock movement, light signals, and buzzer in one unit, whereas before it would have required three separate units and a lot more construction work in the building to install additional wiring.

Senator MONRONEY. Is that from the same people who gave you the \$250,000 quotation?

Mr. RUBEL. Yes, sir.

NUMBER OF MANUFACTURERS

Senator MONRONEY. Why do you not try to get more quotations and then come back to the committee?

Mr. RUBEL. There are only two manufacturers in the business. We already have one manufacturer's system in the new building working on his specific frequencies. This happens to be a multiple high frequency system. There are three separate frequencies. One frequency is used for correcting the clock every hour, one frequency for registering the light signals, and the third frequency for canceling the light signals.

These high frequencies are imposed on the 60-cycle lighting circuit wiring in the new building.

Senator MONRONEY. And only two companies make them?

Mr. RUBEL. Yes, sir.

Senator MONRONEY. Do you have any questions?

Senator BARTLETT. No questions.

LANGUAGE CHANGE

Mr. STEWART. Mr. Chairman, at this time, may I bring to your attention the need for a language change? It is requested that the following language be added to the appropriation text as shown on page 15 of the printed budget:

Provided, That the unobligated balance of the appropriation under this head for the fiscal year 1964 is hereby continued available until June 30, 1965.

MODERNIZATION OF ELEVATOR

The 1964 appropriation includes an allotment of \$40,000 for modernization of elevator No. 10 in the Old Senate Office Building. Due to the fact that the 1964 appropriation was not enacted until December 30, 1963, it will not be possible to complete plans and specifications, invite competitive bids, and award a contract for this work before July 1, 1964. Accordingly, it is necessary to request that the funds be continued available until June 30, 1965.

FIRE PROTECTION WORK

The 1964 appropriation also includes an allotment of \$136,400 for fire protection work on the attic floor of the Old Senate Office Building to eliminate existing fire hazards. Due to the fact that the 1964 appropriation was not enacted until December 30, 1963, it will not be possible to complete plans and specifications, invite competitive bids, and award a contract for this work before July 1, 1964. Accordingly, it is necessary to request that the funds be continued available until June 30, 1965.

Senator MONRONEY. Only on these two items?

Mr. STEWART. That is right.

Senator MONRONEY. I think that is a very good idea, because we went carefully into the need for that in the last appropriation bill.

CAPITAL POWERPLANT

Mr. STEWART. Now, the next appropriation is on page 153 of the justification under the heading of "Capitol Power Plant."

<i>Justification</i>	
1964 appropriation in annual act.....	\$2, 213, 000
Wage board pay supplemental in H. Doc. 203.....	13, 500
Total appropriation, 1964.....	2, 226, 500
Deductions:	
Regular pay above 52-week base allotment decreased from \$3,600 to \$1,800 due to 1964 being leap year and containing 2 additional days instead of the usual 1 additional day above the 52-week base.....	-1, 800
Base for 1965.....	<u>2, 224, 700</u>

Additions:

Personnel compensation:

Wage rate increases authorized by Public Law 763, 83d Congress..... 11, 021

Under the provisions of Public Law 763, 83d Cong., 80 laborers and mechanics on the Capitol Power Plant roll are compensated on a wage board, prevailing rate basis. Public Law 763 provides that the compensation of such employees shall be fixed and adjusted from time to time as nearly as is consistent with the public interest in accordance with prevailing rates.

An increase of \$7,985 is requested for 1965 to meet on a full-year basis the cost of increased wage rates established for these wage-board positions as a result of a general survey of Government and industrial employees' wages in the Washington metropolitan area, conducted during the past year. The new rates went into effect, Dec. 8, 1963, in accordance with the provisions of Public Law 85-872, 85th Cong. The increase is necessary in order that the Capitol Power Plant wage-board employees may be compensated on a full-year basis in the fiscal year 1965 in accordance with present prevailing rates.

*Justification—Continued***Additions—Continued****Personnel compensation—Continued****Wage rate increases, etc.—Continued**

- An increase of \$3,036 is requested for 1965 to meet the cost of within-grade promotions and other changes falling due in that year, authorized by Public Law 763 under the wage board system, for employees compensated under that act.
- Within-grade promotions authorized by the Classification Act of 1949, as amended, for employees compensated under that act.----- \$525
- Increased pay costs due to Public Law 87-793, approved Oct. 11, 1962, Federal Salary Reform Act of 1962, to cover increases which went into effect Jan. 5, 1964, under authority of that act and must be met on a full-year basis in 1965.----- 474
- Overtime and holiday pay costs increased by \$4,000 to meet increased costs under that allotment resulting from base pay increases under Public Law 763 and Public Law 87-793 and from the proposed addition of 5 positions.----- 4, 000
- Temporary labor, increased from \$2,500 to \$7,500.----- 5, 000
- An increase of \$5,000 is requested for 1965 to provide for 3 temporary coal-unloading laborers during the winter months when coal unloading, illness absenteeism, and bad weather conditions are at their peaks. Additional temporary coal labor has, in the past, always been employed only as needed and dismissed when weather conditions improved. The increase for 1965 is necessary due to the addition of the Rayburn House Office Building to the powerplant load, which will require coal unloading to be performed at a higher rate in 1965 than in previous years. The usage of coal in 1965 will increase from 50 to 120 tons per hour.
- 5 men are employed on a year-round basis in the coal-unloading section of the plant: 1 foreman, 1 bunker belt operator, and 3 ground operators. The ground operators move and place the coal cars by means of a gas engine propelled locomotive; move loose coal to and from the storage pile with 2 large bulldozers; operate the lower belt conveyors and coal-handling equipment; unload the cars by manual rodding with long poles while standing on the top edge of the car; clean and grease all coal and ash handling equipment.
- More cars will have to be moved and unloaded each day in 1965. Experienced men are required to operate the bunker conveyors, the locomotive, the bulldozers, and the coal unloading and conveying equipment during the coal-burning season. In order to handle the increased workload in 1965, it is necessary that this small core of experienced employees be provided with additional temporary help during the heating season.
- 5 additional positions: 5 wage board 11 maintenance mechanics at \$6,136 per annum each.----- 30, 680
- 5 additional maintenance mechanics are requested for the fiscal year 1965 to bring the Capitol Power Plant maintenance force up to an adequate level to provide for the proper maintenance of the plant, which, as a result of enlargements and improvements effected during the past several years, now represents, in its steam and refrigeration equipment installations, an investment in excess of \$12 million.
- Under the provisions of Public Law 85-895, the capacity of the steamplant has been increased by 60 percent—or from 330,000 pounds of steam per hour to 530,000 pounds—by the installation of 4 additional boilers, so that the plant is now served by 7 boilers instead of 3 boilers as in the past.

Justification—Continued

Additions—Continued

Personnel compensation—Continued

5 additional positions—Continued

Under the provisions of Public Law 85-895, the capacity of the refrigeration plant has been increased from 8,800 tons to 15,400 tons, by the installation of 4 additional refrigeration compressors, so that the plant is now served by 8 compressors, instead of by 4 compressors as in the past.

Under the provisions of Public Law 85-895, there has been a 75-percent increase in cooling towers, with 3 new 6,600 gallons per minute towers added—so that the plant is now served by 7 large cooling towers instead of by 4 cooling towers as in the past, together with 7 condenser water pumps capable of dissipating all of the heat extracted from the buildings by the enlarged refrigeration plant.

These and other changes and improvements effected, and being effected at the Capitol Power Plant and in the plant's steam and chilled water distribution systems, have been necessary in order to provide heat and refrigeration for the Rayburn House Office Building, the east front extension of the Capitol, the garage in the courtyard of the Cannon House Office Building, the cafeteria in the courtyard of the Longworth House Office Building, the new heating and air-conditioning systems installed, and being installed, in the Main Library of Congress Building, and for the new House subway.

The new equipment is expected to be placed in full operation in the fiscal year 1965 and in order to keep the plant in safe and efficient operating condition and to perform emergency repairs, as required, it is urgently recommended that the 5 additional maintenance mechanics requested be allowed for 1965.

Contribution to retirement fund, increased from \$35,100 to \$38,100.....

\$3, 000

This item is required to cover the cost of Government contribution to the retirement fund authorized by Public Law 854, 84th Congress. The additional cost results from increase in basic rates and the proposed addition of 5 new positions.

Purchase of electrical energy, increased from \$1,083,000 to \$1,314,500.....

231, 500

For 1964, \$1,083,000 was allowed for purchase of 90,000,000 kilowatt-hours of electrical energy from the local public utility at an average cost of 1 $\frac{7}{10}$ cents per kilowatt-hour.

For 1965, \$1,314,500 is requested for purchase of 109,500,000 kilowatt-hours of electrical energy, also at an average cost of 1 $\frac{7}{10}$ cents per kilowatt-hour.

The increase is based on the following additional requirements for the fiscal year 1965:

Partial occupancy of the Rayburn House Office Building by the former occupants of the George Washington Inn, the Architect's field office, and other miscellaneous personnel, during the period July 1, 1964, to June 30, 1965.

Occupancy of the Rayburn House Office Building by Members, committees, their staffs, and other office personnel, during the period Jan. 1, 1965, to June 30, 1965.

Operation of the new House subway cars during the period July 1, 1964, to June 30, 1965.

Operation of 4 new elevators and 2 escalators in the House wing of the Capitol during the period July 1, 1964, to June 30, 1965.

Lighting load additions being effected in the Capitol under the lighting improvement program.

Justification—Continued

Additions—Continued

Personnel compensation—Continued

Purchase of electrical energy, etc.—Continued

Lighting load additions being effected in the Library of Congress buildings during the present fiscal year.

Completion of installation of $\frac{3}{4}$ of the new heating and cooling facilities in the Main Library of Congress Building by the fiscal year 1965.

All-night floodlighting of the Capitol Dome.

All-night street lighting in the Capitol Grounds between Constitution Avenue and the Union Station.

Lighting load additions being effected in the Supreme Court during the present fiscal year.

The major increases result from the addition of the Rayburn House Office Building to the powerplant electrical load, and from the increased refrigeration load expected to be imposed on the plant by the new air-conditioning systems in the Rayburn House Office Building and in the Main Library of Congress Building.

General annual repairs, increased from \$48,000 to \$85,000. . .

\$37, 000

For 1964, \$48,000 was allowed for general annual repair of the plant and its steam and chilled water distribution systems—the same amount as allowed for the past 4 years.

For 1965, \$85,000 is requested for this purpose—an increase of \$37,000.

This allotment provides for the general repair and upkeep of the plant and its mechanical equipment and distribution systems, including maintenance of powerplant buildings, boilers and stokers, coal and ash handling machinery, refrigeration apparatus, cooling towers, steam and chilled water tunnels and lines, electric ducts, trucks, and equipment, and general miscellaneous repairs.

The annual expenditures for general annual repairs have exceeded the allotments for the past 4 years and are constantly mounting. The only way these excess costs have been able to be met has been through savings in the coal and electrical energy allotments.

For 1965, we cannot count on such savings, because our building construction program has now reached the point where it is possible to estimate fuel and electrical energy costs on a reasonably accurate basis, and there is little likelihood of any substantial savings occurring under those allotments in 1965.

With the greatly expanded boiler and refrigeration plants being in operation in the fiscal year 1965 and with such extensive equipment to be maintained and kept in good operating condition next year, and based on actual expenditures for repairs necessary in the past several years, it is urgently recommended that the annual allotment for general annual repairs be increased for 1965 to \$85,000.

Miscellaneous annual supplies, increased from \$26,000 to \$38,000.

12, 000

For 1964, \$26,000 was allowed for miscellaneous annual supplies for the care of the plant and its distribution systems. For 1965, \$38,000 is requested—an increase of \$12,000.

With the greatly expanded boiler and refrigeration plants being in operation in the fiscal year 1965, with extensive equipment to be serviced and maintained, there will be a much greater need for miscellaneous consumable supplies for proper functioning, lubrication, cleaning, painting, and general upkeep. Based on the amount of equipment to be maintained, it is estimated that an annual allotment of \$38,000 will be required for 1965 for proper operation and servicing of the plant.

Justification—Continued

Additions—Continued

Personnel compensation—Continued

Fuel, increased from \$386,900 to \$436,200-----	\$49, 300
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For 1964, \$386,900 was allowed for 39,000 tons of coal at \$9.92 per ton.

For 1965, \$436,200 is requested, of which \$306,700 is for 34,000 tons of coal at \$9.02 per ton, and \$129,500 is for 1,295,000 gallons of fuel oil.

In 1965, the introduction of fuel oil as an energy producing fuel will occur for the first time at the Capitol Power Plant, as a result of new oil-burning steam generators installed under authority of Public Law 85-895, with the approval of the House Office Building Commission, to augment the output of the existing coal-fired steam generators during peakload periods, and to supply the total steam demand in the offpeak season. These new oil-burning steam generators will be placed in service during the fiscal year 1965.

The availability of both oil- and coal-fired steam generators will eliminate delays in delivery of either type of fuel, resulting from strikes or other industrial circumstances. In addition, it will make the offpeak season operation virtually smokeless, without the use of dust collectors and electrostatic precipitators.

The 34,000 tons of coal requirement for 1965 includes an estimated 9,000 tons of coal required to meet the steam requirements of the Rayburn House Office Building. Due to the use of oil, the coal estimate would otherwise have been reduced to 25,000 tons.

It is estimated that 71 percent of the total steam output for the fiscal year 1965 will be produced by coal-fired equipment, and the remaining 29 percent by oil-burning equipment.

Coal for the plant is purchased through the Federal Bureau of Supply, General Services Administration, under authority of Public Law 152, 81st Congress, as amended. The coal now being used at the plant comes from the Coal Mountain Mine No. 12 of the Island Creek Coal Sales Co., shipped from Coal Mountain, W. Va. It is a nut and slack coal.

Equipment, nonrecurring items totaling-----	96, 800
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\$60,000 is requested for 1965 to replace the first 2 sections of each economizer in each of the 3 110,000 pound-per-hour steam generators, installed at the Capitol Power Plant during the period 1950-54 as part of the changes and improvements program authorized by Public Law 413, 81st Congress. Economizers have a normal life expectancy of 10 years.

These steam generators were placed in service in 1954 and, after 10 years of continuous operation, as a result of their installation, the steam production cost at the Capitol Power Plant still compares favorably with new heating plants of approximately equal load characteristics.

Each steam generator is equipped with a 3-section economizer. These economizers are heat-reclaiming devices designed to preheat the feed water by absorbing some of the sensible heat from the exit flue gases, before such gases are discharged to the atmosphere by way of the smokestacks. Use of these economizers at the plant results in a 4-percent gain in overall efficiency, representing an annual saving of \$14,000 in fuel cost. These economizers also protect the steam generator drums and water tubes by precipitating from the feed water, prior to its entry into the steam generators, the destructive solid matter that generally causes pitting and erosion of exposed metallic surface.

*Justification—Continued***Additions—Continued****Personnel compensation—Continued****Equipment, nonrecurring items totaling—Continued**

Each section of the 3-section economizers can be replaced separately and independently of the other 2 sections. The economizers are so constructed that the top and bottom sections can be examined visually, but the 2d or middle section can only be examined after the 1st section has been removed. Each year, the Architect has the District of Columbia boiler inspectors make an inspection of the steam generators. Last year, they found the 3d section of the economizers in good condition upon visual examination, but found the tubes in the 1st section of each economizer, also upon visual inspection, to be seriously pitted and in need of replacement. When the 1st section of each economizer is removed for replacement, it will then be possible to examine the condition of the 2d section of each economizer; and if they are found to be also in pitted condition, they should be replaced at the same time that the 1st sections are replaced.

In order to insure uninterrupted economies and continued dependable performance of the steam generators, it is urged that an allotment of \$60,000 be provided for replacement of the 1st 2 sections of each economizer. If any of the 2d sections are found in satisfactory condition, funds for their replacement will be saved and returned to the Treasury. The proposed expenditure of \$60,000 will be self-liquidating in less than 4 years, and the fuel savings during the remaining estimated useful life of the new economizer sections will be more than \$100,000.

\$11,800 is requested for 1965 to replace 3 utility trucks, which are now 10 years of age or more; repair parts are no longer readily obtainable; their use is no longer dependable, and further repair is no longer economically feasible.

Of the \$11,800 requested, \$6,000 is required for replacement of a 1954 model heavy tunnel truck, with box-type body; \$3,000 is required for replacement of a 1951 model medium tunnel truck; and \$2,800 for replacement of a 1954 pickup $\frac{1}{2}$ -ton truck.

The heavy and medium tunnel trucks are used by 6 steamfitters engaged in making inspections and repairs in the $1\frac{1}{2}$ miles of steam and chilled water distribution lines running under the streets between the Capitol Power Plant and the Capitol and other buildings in the legislative group, the Supreme Court Building, the city post office and the Government Printing Office.

The heavy truck is fitted with specialty items, such as an emergency generator, suction pumps, portable barricades, tools, and supplies. It is a portable service station equipped to perform the normal functions associated with the maintenance and repair of steam and chilled water pipelines, valves, traps, expansion joints, manholes, and other underground installations. This truck also provides facilities for the steamfitters to become acclimated to normal atmospheric conditions after being exposed to temperatures in excess of 130° and other abnormal conditions.

The medium truck is equipped with a long, panel-type body designed for the hauling of pipes, planks, ladders, and other similar equipment.

The 3d truck is a $\frac{3}{4}$ -ton pickup-type truck, with open body. It is used for general hauling of plant equipment, such as pumps, motors, and other machinery items. Its use is essential to the efficient operation of the Capitol Power Plant.

Justification—Continued

Additions—Continued

Personnel compensation—Continued

Equipment, nonrecurring items totaling—Continued

\$25,000 is requested for 1965 for the purchase of a car-moving locomotive, known as a trackmobile or switching engine, to insure dependable unloading of coal at the Capitol Power Plant during the winter months next year.

A small coal-car locomotive has been in service at the plant for the past 3 years. Because of space limitations at the plant site, there is no room for a 2d parallel railroad track and switches, or for a loop of track, to permit a conventional locomotive to move about on rails, so that the plant is dependent on a single track system. The locomotive now in use is one that can operate on railroad tracks, or can lower 4 rubber-tired wheels so as to raise itself off the railroad rails and move under its own power off the rails, run over the ground to a different spot on the track system, and be put back on the railroad rails again at a new location. It is powered by a gasoline engine and is equipped with 2 sets of wheels—4 rail and 4 rubber tired. Its performance has been satisfactory, but service interruptions of 2 to 4 days have occurred when it has been necessary to await the arrival and installation of repair parts.

During such periods, the plant has had to depend on the use of an old cable car-moving system located alongside the old tracks, which moved the cars very slowly to the unloading hopper by cable.

Under the expansion of facilities program authorized by Public Law 85-895, a new coal-unloading system is now being installed at the plant, which will provide new tracks and new coal unloading and conveying equipment. At the same time, the old cable system will be removed, because it is too slow and cumbersome for unloading cars at the high rate that will be necessary in the near future.

Since the new track and unloading and conveying system will require expeditious movement of cars from one track position to another, the success of the overall operation will depend on having a locomotive available at all times to move cars. In order to maintain required service, a second car-moving locomotive is essential for dependability; \$25,000 is urgently recommended for purchase of such a locomotive for 1965.

Total	+\$481, 300
Total estimate for 1965	2, 706, 000

PERSONNEL PAY INCREASES

Mr. STEWART. The first four items cover mandatory pay increases. An increase of \$5,000 is requested in the item of temporary labor to handle additional coal unloading made necessary by the addition of the Rayburn Building to the powerplant load. Five additional mechanics are requested for 1965. Their need is explained on pages 155 and 156 of the justification.

Senator MONRONEY. Part of this is for the Rayburn Building?

Mr. STEWART. Most of it is; yes, sir.

Senator MONRONEY. How much?

PURCHASE OF ELECTRICAL ENERGY

Mr. HENLOCK. There is an increase of \$231,500 in the item of purchase of electrical energy. This increase results primarily from addition of the Rayburn Building to the electrical load of the plant in 1965.

The items of the purchase of electrical energy and fuel are the main increases under this appropriation and they are for the Rayburn Building; also, the temporary labor increase.

But these five mechanics, as Mr. Stewart was about to explain, on page 155, are the result of an expansion program authorized under a \$6.5 million appropriation. Under that program, we have increased the capacity of the plant by the installation of four additional boilers, so that the plant is now served by seven boilers instead of three boilers as in the past.

We have increased the capacity of the refrigeration plant by the installation of four additional refrigeration compressors, so that the plant is now equipped with eight refrigeration compressors instead of by four compressors as in the past.

We have increased the number of cooling towers from four to seven. All these and other improvements have been added in recent years to the plant's installations, making it necessary, when the plant receives the full operating load in the fiscal year 1965, to have five additional mechanics to properly maintain and operate the equipment.

POWERPLANT

Senator MONRONEY. This all goes to the powerplant; is that correct?

Mr. HENLOCK. Yes, sir.

Senator MONRONEY. That powerplant furnishes power just for the Capitol installation and the Supreme Court and the Library of Congress?

Mr. HENLOCK. It furnishes heat and air conditioning and steam for all of the buildings on Capitol Hill.

Senator MONRONEY. How about the power?

ELECTRIC ENERGY

Mr. HENLOCK. We purchase the power from the Potomac Electric Power Co. Up until 1950 we generated it ourselves. Then Congress had us discontinue the generation. Mr. Stewart is asking for \$231,500 increase for the purchase of electrical energy, on page 156, which would increase the purchase price from \$1,083,000 to \$1,314,500 for purchase of 109,500,000 kilowatt-hours of electric energy at an average cost of 1.2 cents per kilowatt-hour.

RAYBURN BUILDING NEEDS

The principal reason for this increase is due to the Rayburn Building being added to the load.

Senator MONRONEY. How much of that is due to the Rayburn Building?

Mr. HENLOCK. At least 90 percent.

Senator YOUNG. What is the reason for the big increase?

Mr. RUBEL. The tremendous amount of power required by that building. It is a large building. As you know, there are many thousands of lights and much electrical-operated equipment. It is very difficult to estimate in advance just how much the total electric bill will be, because it depends on the weather and many other factors. We estimate the annual cost of purchase power for the Rayburn Building alone will be about \$340,000 a year.

Senator YOUNG. Does this include air conditioning, too?

Mr. RUBEL. Yes, sir; the purchased electricity is used for all the power-driven equipment, fans, pumps, and other apparatus used in connection with air conditioning, plumbing, elevators, escalators, and kitchen equipment, as well as the lighting.

HEAT

Senator YOUNG. It does not include heat, though?

Mr. RUBEL. The heat is provided by steam generated and distributed by the Capitol Power Plant.

Senator MONRONEY. Do you use oil?

Mr. RUBEL. We use coal now, but at the present time we are installing four oil-fired boilers so that after this summer two types of fuel will be used.

Senator MONRONEY. Each Congressman will have an office of three or four rooms.

Mr. STEWART. Three rooms.

Senator MONRONEY. So you have more to light, you see, and you will have no reduction in occupancy of the old buildings, because they will be enlarged to accommodate the members who are very crowded over there.

Senator YOUNG. They need the room. There is no question about that.

Senator MONRONEY. Practically the entire amount is from the additional space that we must light?

Mr. RUBEL. Yes, sir; including power for air conditioning and other utility services.

FLOODLIGHTING CAPITOL DOME

Senator MONRONEY. What is the cost of the floodlighting of the Capital dome? We put that in last year and I notice it is included in this cost now.

Mr. ROOF. It is about \$2,500.

Senator MONRONEY. Is that a year?

Mr. ROOF. Yes, sir.

COST FOR KILOWATT POWER

Senator YOUNG. How much do you have to pay per kilowatt for power?

Mr. RUBEL. It fluctuates, Senator. Last month's statistics showed that we were paying 1.16 cents per kilowatt-hour.

Senator MONRONEY. What was that based on?

Mr. RUBEL. It is based on the schedule established by the Public Utility Commission. But a slight fluctuation results from a surcharge for coal cost which varies month by month due to changes in freight rates and labor rates.

Senator YOUNG. Do you have the one rate?

Mr. RUBEL. Essentially, we have one rate; yes, sir. There are slight variations due to the surcharge, but it does not amount to much.

Senator MONRONEY. Do you have the same charge over power units and generators that you do for lights?

Mr. RUBEL. Yes, sir; a flat rate for power and lighting.

Mr. MONRONEY. You may continue.

GENERAL ANNUAL REPAIRS

Mr. HENLOCK. On page 158, we ask for an increase of \$37,000 for general annual repairs. The annual expenditures for general annual repairs have exceeded the allotments for the past 4 years, and are constantly mounting.

The only way these excess costs have been able to be met has been through savings in the coal and electrical energy allotments.

For 1965 we cannot count on such savings because our building construction program has now reached the point where it is possible to estimate fuel and electrical energy costs on a reasonably accurate basis, and there is little likelihood of any substantial savings occurring under those allotments in 1965.

With the greatly expanded boiler and refrigeration plants being in operation in the fiscal year 1965 and with such extensive equipment to be maintained and kept in good operating condition next year and based on actual expenditures for repairs necessary in the past several years, we urgently recommend that the annual allotment for general annual repairs be increased for 1965 to \$85,000.

MISCELLANEOUS ANNUAL SUPPLIES

The next item is an increase of \$12,000 under "Miscellaneous annual supplies," due to the greatly expanded boiler and refrigeration plants being in operation in the fiscal year 1965.

On page 159 we ask for an increase from \$386,900 to \$436,200, or an increase of \$49,300 under the item of "Fuel." That provides for 34,000 tons of coal at \$9.02 per ton, and also 1,295,000 gallons of fuel oil for the four oil burning boilers Mr. Rubel mentioned that we will place in use this summer.

Most of that is occasioned by the Rayburn Building, too.

Coal for the plant is purchased through the Federal Bureau of Supply.

EQUIPMENT

The final item is on page 160. We are asking for four items of equipment in order to insure uninterrupted operation of the plant. In order to insure continued dependable performance of the coal-fired steam generators, it is urged that an allotment of \$60,000 be provided for the replacement of the first two sections of each economizer on these steam generators. If any of the second sections are found in satisfactory condition, funds for their replacement will be saved and returned to the Treasury.

The proposed expenditure of \$60,000 will be self-liquidating in less than 4 years, and the fuel savings during the remaining estimated useful life of the new economizer sections will be more than \$100,000.

UTILITY TRUCK REPLACEMENT

\$11,800 is requested for 1965 to replace three utility trucks, which are now 10 years of age or more; repair parts are no longer readily obtainable; their use is no longer dependable, and further repair is no longer economically feasible.

CAR-MOVING LOCOMOTIVE (TRACKMOBILE)

\$25,000 is requested for 1965 for the purchase of a car-moving locomotive, known as a trackmobile or switching engine, to insure dependable unloading of coal at the Capitol Power Plant during the winter months next year.

Senator MONRONEY. Why do we have to furnish the switching? Can't the railroad do that?

Mr. HENLOCK. No, sir; they have the tracks up to the plant, but we have to take care of the unloading of the coal and the switching of the coal.

Senator MONRONEY. Would it not be cheaper to arrange to have them do the switching?

Mr. RUBEL. It is not customary in any industrial plant for the railroad to come inside the customer's property and do the switching. They bring the cars up to our siding and then we have to do the switching from one side to another of the plant property as full cars are received, emptied, and stored for return to the railroad.

Senator MONRONEY. Is this strictly railroad practice to deliver it to the plant gate and then you have to furnish your own locomotive? Can you buy a locomotive for \$25,000?

Mr. RUBEL. Yes, sir. This is really what we call a trackmobile. It is a gasoline engine-driven small locomotive that will operate on rails and on paved roads as well.

REIMBURSEMENT FOR SERVICES FURNISHED

Mr. HENLOCK. With respect to reimbursements for services furnished, last year we were reimbursed \$100,633 for steam furnished the Government Printing Office, City Post Office, and Folger Shakespeare Library.

Senator MONRONEY. How are you paid on this power service?

Mr. HENLOCK. By reimbursement voucher.

Senator MONRONEY. How do you estimate the \$100,000? In other words, it seems like they have used a good deal of heat and air conditioning.

Mr. HENLOCK. We do not furnish them air conditioning. They are just furnished steam for heating. Mr. Rubel can amplify my statement.

Mr. RUBEL. All the steam delivered is metered and billed at the rate of \$1.25 a thousand pounds of steam delivered, which is the standard rate charged by GSA.

Senator MONRONEY. Do you have any questions?

Senator BARTLETT. No questions.

LIBRARY BUILDINGS AND GROUNDS, STRUCTURAL AND MECHANICAL CARE

Senator MONRONEY. For structural and mechanical care of the Library of Congress and grounds, the House has allowed \$2,396,000.

Justification

1964 appropriation in annual act-----	\$3,288,200
Wage board pay supplemental in H. Doc. 203-----	13,000
Total appropriations, 1964-----	<u>3,401,200</u>
Deductions:	
Regular pay above 52-week base allotment decreased from \$2,700 to \$1,400 due to 1964 being leap year and containing 2 additional days instead of the usual 1 additional day above the 52-week base-----	1,300
Maintenance and repairs, elevators, nonrecurring item of \$10,000 to repair and improve sidewalk lift, parking area, east side, main building, allowed for 1964, dropped for 1965-----	10,000
Installation of floor tile, both buildings, main reading room, main building, and Government Printing Office printing branch space, annex-----	36,300
Repairs to marble floor tile, main building, 8th year allotment of repair program-----	20,000
Clean and restore ceiling decorations, 1st and 2d floors, main building, nonrecurring item allowed for 1964, dropped for 1965-----	21,000
Acoustical treatment, 2d floor reading room, main building, nonrecurring item allowed for 1964, dropped for 1965-----	8,400
Replacement of city water distribution system and sewer and drainage systems serving the main Library building and grounds, nonrecurring item allowed for 1964, dropped for 1965-----	2,225,000
Roof repairs and replacements, main building, replacement of roof, Whittall Pavilion, allowed for 1964, dropped for 1965-----	6,500
Fire detection systems, both buildings, nonrecurring item allowed for 1964, dropped for 1965-----	265,000
Replacement of electric tram, main building, nonrecurring item allowed for 1964, dropped for 1965-----	3,500
Replacement of wooden plan file cases with steel cases, annex, nonrecurring item for cases in Prints and Photographs Division, allowed for 1964, dropped for 1965-----	4,700
Repairs and improvements to space for relocation of Tabulating Section (now Data Processing Office), main building, nonrecurring item allowed for 1964, dropped for 1965-----	8,000
Replacement of message tube systems servicing bookstacks and other areas, main building, nonrecurring item allowed for 1964, dropped for 1965-----	80,000
Lighting improvements, main reading room, main building, nonrecurring item allowed for 1964, dropped for 1965-----	55,000
Lighting improvements, Copyright Section, annex and Card Index Section in main building, nonrecurring item allowed for 1964, dropped for 1965-----	36,300
Repairs and replacements, sidewalks surrounding main building, nonrecurring item allowed for 1964, dropped for 1965-----	12,000
Cleaning granite walls and other stonework, grounds, main building, nonrecurring item allowed for 1964, dropped for 1965-----	2,300
Total deductions-----	<u>-2,795,300</u>
Base for 1965-----	<u>605,900</u>

Justification—Continued

Additions:

Personnel compensation:

Wage-rate increases authorized by Public Law 763, 83d Cong.-----

\$6, 451

Under the provisions of Public Law 763, 83d Cong., 57 laborers and mechanics on the Library buildings and grounds roll are compensated on a wage board, prevailing rate basis. Public Law 763 provides that the compensation of such employees shall be fixed and adjusted from time to time as nearly as is consistent with the public interest in accordance with prevailing rates.

An increase of \$5,057 is requested for 1965 to meet on a full-year basis the cost of increased wage rates established for Government and industrial employees' wages in the Washington metropolitan area, conducted during the past year. The new rates went into effect Dec. 8, 1963, in accordance with the provisions of Public Law 85-872, 85th Cong. This increase is necessary in order that the Library buildings and grounds wage board employees may be compensated on a full-year basis in the fiscal year 1965 in accordance with present prevailing rates.

An increase of \$1,394 is requested for 1965 to meet the cost of within-grade promotions falling due in that year, authorized by Public Law 763 under the wage board system, for employees compensated under that act.

Within-grade promotions and other changes authorized by the Classification Act of 1949, as amended, for employees compensated under that act.-----

140

Overtime and holiday pay increased by \$2,000 to meet increased pay costs under that allotment resulting from base pay increases under Public Law 763 and from the proposed addition of 5 new wage board positions.-----

2, 000
28, 309

3 air-conditioning mechanics: Wage board 10 at \$5,845 per annum each. Under an appropriation of \$2,500,000 allowed in 1962, the 63-year-old heating and ventilating system in the main Library of Congress building is being replaced with a new heating and cooling system. The work is being done in 3 phases. Work under phase I is completed, and work under phase II is nearing completion. Approximately 2/3 of the building is being provided with heat and cooling by the new systems being installed under these 2 phases, and the new systems will be in regular operation during the fiscal year 1965. Work under phase III, which will provide heat and cooling for the remaining third of the building, will also be substantially completed during the fiscal year 1965. In order to provide for operation and maintenance of the new systems, which are much more extensive in design and service than the old system, it is necessary to request that 3 W-10 air-conditioning mechanics be added to the Library building maintenance force for the fiscal year 1965.

1 carpenter, wage board 9 at \$5,616 per annum; 1 carpenter helper, wage board 7 at \$5,158 per annum: The carpenter shop in recent years has had an ever-increasing workload placed upon it due to expansion of Library personnel; a sizable increase in carpentry service in connection with past and future space adjustments; and increased building maintenance work, normally expected as the Library buildings progress in age.

Justification—Continued

Additions—Continued

Personnel compensation—Continued

5 additional positions—Continued

The demand for carpentry service has now reached the point where the existing force can no longer adequately meet the workload imposed upon it, necessitating the urgent need for these 2 additional positions for fiscal year 1965.

There has been no personnel increase in the carpentry force since 1954.

Contribution to retirement fund, increased from \$24,000 to \$27,600----- \$3, 600

This increase results from increase in basic pay rates and is required to cover the cost of Government contribution to retirement fund authorized by Public Law 854, 84th Cong.

General annual repairs, increased from \$18,500 to \$20,000. 1, 500

An increase of \$1,500 is needed to offset in part increased costs for labor and materials and to help take care of increasing repair requirements as the buildings get older. An increase of \$1,000 was provided in fiscal 1963 specifically to cover central station security alarm service in 2 sensitive areas; otherwise, no increase has been requested since 1961.

Annual painting, increased from \$22,000 to \$32,000----- 10, 000

This increase is needed to take care of extra painting required as a result of the heating, ventilating, and cooling work. The heating, ventilating, and cooling contract does not provide for painting walls that have been cut and patched, and painting in certain areas affected by this construction. Additional funds to do this painting are needed in order that other areas painted under the regular annual painting program will not be neglected.

Maintenance and repair, air conditioning and refrigeration systems, increased from \$8,500 to \$11,000----- 2, 500

This increase is requested to cover the maintenance of additional equipment installed under the new heating, ventilating, and cooling systems project for the main building.

Maintenance and repair, elevators, increased from \$5,000 to \$6,500----- 1, 500

An increase of \$1,500 in the regular annual allotment is requested for 1965 to provide for necessary procurement of spare parts for the 4 new controllers, reflectors, and group control panels installed in connection with the modernization, in 1963, of elevators 1, 2, 3, and 4 in the Library of Congress Annex Building.

Supplies and materials, increased from \$20,000 to \$25,000. 5, 000

The increased use of various electrical, plumbing, carpentry, and engineering materials necessitates an increase in this allotment. Of the \$20,000 available in fiscal 1963, for example, over \$17,000 was used for light bulbs and fluorescent tubes. There has been a steady growth in the use of fluorescent ceiling fixtures for general lighting, and this will continue; fluorescent tubes are more expensive than incandescent bulbs. Continuing space adjustments have resulted in increased use of electrical materials to provide additional circuits, new outlets, and related facilities, as well as increased consumption of other materials, such as lumber and hardware.

Justification—Continued

Additions—Continued

Personnel compensation—Continued

Care of grounds, increased from \$2,000 to \$2,800----- \$800

This increase requested for 1964, but not allowed, is resubmitted. The increase is needed to permit a small increase in the purchase of essential supplies, such as fertilizers, seed, topsoil, and insecticides, which have been in short supply because of insufficient funds to cover additional equipment repair costs, due to the acquisition of more equipment in recent years and to meet price increases in materials since the last increase in 1960. It is estimated, for example, that at least \$500 more per year than is presently available is needed for fertilizers and mulch materials in order to obtain optimum results.

Equip part of deck for bookshelving, annex----- 85, 000

This item was requested but not allowed in 1964; due to delay in moving to the Naval Weapons Plant, bookstack space in which to install new equipment will not become available until late in fiscal 1964, and it was therefore considered advisable to interrupt the program to complete the equipment of annex decks with bookshelving. Since the Naval Weapons Plant will be occupied in the latter part of the current fiscal year, thus freeing annex deck space for shelving, this item is requested for 1965 in order to permit a resumption of the program.

Installation of floor tile, both buildings----- 1, 500

This item is requested to replace worn-out floor tile in the following annex locations: Office of the Chief, Science and Technology Division and Processing Department Office.

Repairs to marble floor tile, main building, 9th year allotment----- 20, 000

Work completed with funds provided during the 1st 8 years of the program includes floors on all 4 sides of the 2d floor, main entrance hall; the marble tile floor in the west south curtain (south exhibit hall), 2d floor; the mosaic ceilings, 1st floor, main entrance hall; the mosaic floor in the southwest pavilion, second floor; the combination mosaic-marble tile floors in the north-south corridors, west side, 1st floor; and the marble-mosaic floors in the north, east, and south corridors, 1st floor, main entrance hall. Funds for 1962 were not used for this purpose due to other urgent needs, but funds for 1963 (the 7th year) were used to complete repairs to the central and west portions of the main entrance hall, 1st floor, while funds for 1964, although not yet under contract, will be used to start repairs in the ground floor corridors.

Under the funds requested for 1965, it is proposed to continue repairs in the ground floor corridors. Because of the highly specialized nature of the work and the skilled service required, it is requested that the work be authorized to be done without regard to sec. 3709 of the Revised Statutes, as amended, as has been authorized in previous appropriations for this purpose.

Installation of acoustical tile ceilings, main building----- 10, 000

The installation of acoustical tile on ceilings in the following areas is recommended: Personnel Offices, Music Division, Legislative Reference Service (1st floor, east curtain south), and Aerospace Information Division, as feasible. Most other major areas in both buildings where acoustical treatments of ceilings were needed have been completed in past years.

Justification—Continued

Additions—Continued

Personnel compensation—Continued

Clean and restore ceiling and wall decorations, main building-----	\$10,000
<p>Part of the funds requested will be used to restore and repair decorated plaster ceilings and walls, 1st floor, south corridor, west side. Funds for this were allotted in fiscal 1964, but had to be used in the north corridor and adjoining offices, same floor, west side. The remainder to the extent available, it is planned, will be used in other locations where restoration of wall and ceiling decorations is needed, primarily in the 2d floor pavilions.</p>	
Renovation of 4th floor, annex-----	180,500
<p>In order to obtain relief from pressing space problems, which will still exist even after occupancy of space assigned to the Library at the Naval Weapons Plant, it is proposed to renovate the annex 4th floor storage area to make it suitable for occupancy by personnel. Usable space, if properly renovated, would provide about 21,000 square feet of staff space. Renovation would include heating, ventilating, and cooling facilities, improved lighting and other electrical work, floor tile, acoustical treatment, partitions, and sanitary facilities.</p>	
Cleaning and redecorating main reading room, main building-----	175,000
<p>This item is requested to provide funds to clean and redecorate the dome of the main reading room, including the 8 alcoves immediately below the dome on the outer perimeter. The surfaces to be cleaned and restored consist of highly decorated flat and molded plaster work, stucco, figures in relief, marble, and statuary. Due to the inaccessibility of most of these surfaces without special equipment, they have never been cleaned or repaired since the building was erected 67 years ago. As a result, every place where dirt could accumulate is covered with a thick layer of dust and soot, there are numerous cracks in the plaster, and the paint has deteriorated beyond recognition of its original hue. The installation of new lighting in this room, for which funds are available, will serve to emphasize these bad conditions, and at the same time the excessive dirt will cut down on the effectiveness of the lighting. Architecturally, this room is the most impressive in the Library and it should be restored in order to renew and preserve its original beauty.</p>	
Installation of heating and cooling system, main building, supplemental amount required for 1965-----	860,000
<p>The appropriation for the fiscal year 1962 included an amount of \$2,500,000, which was provided on a "remain available until expended" basis, for replacing the 63-year-old heating and ventilating system in the main Library of Congress Building, which had become in such poor physical condition after so many years of service as to threaten imminent failure, with a new heating and cooling system. The appropriation also provided for the installation of necessary firestops to improve the fire retardation characteristics of the bookstacks in this building.</p>	

Justification—Continued

Additions—Continued

Personnel compensation—Continued

Installation of heating, etc.—Continued

The amount of \$2,500,000 was provided on the basis of an estimate prepared by Guy B. Panero, private practicing engineer of New York City, now deceased, who was engaged by the Architect of the Capitol, under funds provided for such purpose in the fiscal year 1961, to make a survey and study of the heating and cooling systems of the main library building and to submit recommendations for a new efficient heating and cooling system, together with an estimate of cost of such system. Mr. Panero was a highly reputable engineer who had served as consultant for over \$15,000,000 worth of improvements at the Capitol Power Plant and in its steam, chilled water, and electrical distribution systems in the preceding 10 years, as well as for some of the work on the east front extension of the Capitol, and other projects. His estimates for such work proved very reliable.

In the case of the improvements now being effected at the main library building, the estimate of \$2,500,000 has proven deficient by \$860,000. One of the main reasons for this deficiency is that only \$133,000 was included in the \$2,500,000 for contingencies.

It would not have been unreasonable to have included \$500,000 or more—or 20 percent of the total estimate—to cover contingencies for work in a building as old as the main Library building, particularly when replacing a heating and distribution system of such age, much of which was concealed from visual examination, and building and mechanical plans for which were only partially available. There are two ways in which such projects can be estimated under such circumstances. One is to include a liberal contingency allowance, and the other is to include a conservative allowance with the knowledge that if many unknown conditions are encountered, additional funds will then be required.

In the case of the Library improvements, working drawings and specifications could not be prepared until after the appropriation was made available. The absence of detailed working drawings of the proposed work, combined with the numerous unknown and indeterminate physical conditions in a monumental masonry structure constructed nearly 70 years ago presented a very difficult estimating problem. The ornate character of the building, the unusual structural features, the need for programing the installation work to meet the operating requirements of the Library staff, the lack of detailed plans of the building as originally constructed and many other unknown conditions, taken collectively, defied all conventional methods and criteria ordinarily employed by experts regularly engaged in the preparation of budgetary estimates.

Part of the information necessary to design and effect the improvements authorized could not actually be obtained prior to demolition, and assumptions had to be made respecting various existing features of the building, particularly regarding structural members and the condition, size, and content or utility of permanently enclosed and hidden spaces concealed behind finished surfaces.

Justification—Continued

Additions—Continued

Personnel compensation—Continued

Installation of heating, etc.—Continued

When the estimate of \$2,500,000 was prepared, it was prepared on the basis that the work would be done in a 2-year period. When the work was actually carried forward, it developed that conditions under which the work had actually to be accomplished were such that the work must be spread over a 5-year period in order not to disrupt the daily functioning of the Library staff and essential facilities in the building. This has contributed in very large measure to the increased cost.

Work under this project is being done in three phases. Work under phase I has been completed and work under phase II is nearing completion. Work under these two phases covers installation of a new heating and cooling system for the cafeteria, main reading room, and other areas of the octagon, the book-stack areas, and one-half of the perimeter of the building. Work under phase III, yet to be contracted, covers installation of the new heating and cooling system for the remaining half of the perimeter of the building, and the main entrance hall and lobby.

The total obligated to January 1, 1964, for work under phases I and II, amounts to \$1,890,725. It is estimated that an additional obligation of \$47,645 will complete these phases of the work, leaving an available balance of \$561,630. This balance must be used not only for phase III of the heating and cooling work, but also for the fire-retardation work yet to be done in the bookstacks. This work cannot be eliminated with safety from the project, as the bookstacks are so constructed that they would actually serve as flues for the spread of fire, in the event of a fire. The District Fire Marshal, upon consultation, considered it urgent to effect the proposed fire-retardation improvements and for that reason they were included in the work requested and authorized to be done in 1962.

It is estimated, on the basis of facts now known and developed and no longer an uncertainty, that the cost to complete work remaining to be done under phase III of the project will cost \$896,630 and the fire-retardation work will cost \$525,000—or a total of \$1,421,630. As there is only a balance of \$561,630 available for this work, it is necessary to request an additional allotment of \$860,000 so that the work may be carried to completion.

Improved lighting, bookstacks, main building -----

\$320, 000

For the fiscal year 1963, \$15,000 was appropriated for improving the lighting in a small area of the bookstacks in the main Library building. These funds were provided for experimental work to determine the best method available for improving the lighting in the bookstacks before proceeding with an extensive lighting program throughout all bookstacks areas. The bookstack aisles are presently illuminated by bare incandescent lamps spaced on 4-foot centers. This installation was made 60 years ago, when designers had little, if any, choice in the selection of light sources for good illumination.

Deck No. 8 in the north bookstack was selected for the experimental work, in an area containing 2,000 linear feet of aisle space. The primary purpose of this project was to establish the merits and economics of modern incandescent and fluorescent light sources equipped with various types of diffusing enclosures designed to produce reasonably uniform illumination on books at all levels between the floor and ceiling.

Justification—Continued

Additions—Continued

Personnel compensation—Continued

Improved lighting, etc.—Continued

The industry was canvassed to uncover the availability of commercial lighting fixtures especially designed for bookstack installations. This survey brought forth only two models—1 incandescent and 1 fluorescent—characterized as "bookstack units." A third manufacturer of wide repute in the field of illuminating engineering spent more than 10 months, without success, in an attempt to develop a fixture design that would produce uniform high-level illumination intensity from floor to ceiling.

From the variety of models installed and evaluated during the 10-month experimental period, a conventional 2-lamp fluorescent fixture, equipped with wrap-around plastic diffusing shield, provided highly satisfactory illumination and possessed other necessary characteristics, such as dimensional suitability, safety requirements, and general appearance. 130 of these fixtures were installed on deck 8 in June 1963 and their efficacy is now well established. The simplicity of the model installed makes it an appropriate item for open competitive bidding and insures maximum economy.

The combined length of all individual bookstack aisles in the main building is about 12 miles. Individual aisles are flanked by 2 ranges of bookshelves and constitute, in effect, a narrow corridor, with both walls lined from floor to ceiling with bound volumes and other collections. Each item stored on the shelves is identified by a catalog reference number consisting of a combination of alphabetic letters, numerals, and other characters, small in size and not too legible even when viewed under ideal conditions. Titles of many of the volumes are partially obliterated and with the present low-grade illumination, the reading of titles on the lower shelves is especially difficult.

The bookstacks of the main building were originally designed for as much natural illumination as possible—there being 4 courtyards by which light was originally admitted to both sides of the original north and south stacks. When additional bookstacks were constructed, in subsequent years, in the northeast and southeast courtyards, the original bookstacks became more than ever dependent on artificial lighting. The level of illumination was still helped, however, by daylight from windows opening onto the northwest and southwest courtyards, which are free of structures. This source of illumination must soon be eliminated as it is necessary that these windows be bricked up as part of the planned fire retardation program, with the result that the present artificial lighting in the bookstacks will become more inadequate.

In order to provide adequate lighting of the same character as installed in deck 8 last year, on all decks of the north, south, northeast, and southeast bookstacks, it will be necessary to purchase and install 8,500 fixtures, 17,000 fluorescent lamps, 1,000 control switches, 100,000 feet of wire, and numerous miscellaneous supplies.

The estimated cost to equip the 45 decks in the four bookstacks of the main Library building with such improved lighting and with automatic timeswitch control to conserve power consumption is \$320,000. This amount has been included in the budget estimate requests for the fiscal year 1965.

Justification—Continued

Additions—Continued

Personnel compensation—Continued

Improved lighting, etc.—Continued

The attention of the committee is, however, invited to the fact that this project can be conveniently and economically subdivided into 4 separate parts and programed over a 4-year period, if desired. In that event, the amounts required would be as follows:

Fiscal year 1965: North stack.....	\$35,000
Fiscal year 1966: South stack.....	40,000
Fiscal year 1967: Northeast stack.....	135,000
Fiscal year 1968: Southeast stack.....	110,000

Protective barrier, visitors' gallery, main reading room, main building..... \$5,000

It is proposed to install a glass protective barrier along the balustrade in the visitors' gallery to prevent the accidental or intentional dropping of objects by sightseers into the main reading room below. It will be suitably designed by the Architect of the Capitol to fit into the decor of the room.

Wheelchair ramp, southeast entrance, ground floor, main building..... 2,500

Due to an immediate need, a temporary wooden ramp has been constructed at this entrance. The funds requested here would permit the construction of a permanent steel ramp to replace the temporary wooden one which is subject to rapid deterioration under adverse weather conditions.

Pointing exterior stonework, main building..... 5,000

This item is requested to permit pointing of exterior stonework on the main building walls in the 2 courtyards. Due to a shortage of funds and more pressing needs on other exterior walls of the 2 buildings, this work was not done when extensive pointing of stonework was done during fiscal years 1957-61.

Repairing garage entry and exit ramps, annex..... 24,500

These ramps, installed when the annex was built in 1938, have deteriorated under constant automotive traffic and the chemical action of deicing agents to the extent that they are hazardous and should be replaced. The work would also include rebuilding the damaged protective curbs at the base of the ramp walls and the installation of an electrical heating system in the new ramp slabs to keep them free of ice and snow and eliminate the need for deicing compounds.

Materials cleaning and handling equipment..... 4,300

2 heavy duty mopping units for laborers (\$500); 4 magnesium trucks for use with electric tram—replacements of old equipment (\$800); 2 buffing machines for laborers—1 replacement, 1 additional (\$600); 8 magnesium flat trucks to replace wornout wooden ones (\$1,200); 1 vacuum water pickup for annex labor force (\$450); 6 utility carts for laboratory attendants to replace present obsolete equipment (\$750).

Justification—Continued

Additions—Continued

Personnel compensation—Continued

Fire extinguishers, fog nozzles, and firehose, both buildings----- \$22, 500

For fiscal 1964, an allotment of \$18,000 was requested, but denied, for the replacement of existing soda-acid and foam-type fire extinguishers with dry-chemical extinguishers and for the replacement of existing solid-stream fire hose nozzles with fog nozzles. This item is resubmitted. Although certain areas in both buildings will be equipped with fire detection devices with funds provided in 1964, the replacement fire extinguishers are needed for putting out any small fires detected by these devices and for those areas which will not be protected by the detection devices. The fog nozzles will be installed on hose which cannot be used in the areas covered by the detection devices. Contingent upon approval of the fog nozzles, an additional \$4,500 is requested for the replacement of existing unlined linen hose with rubber-lined hose, inasmuch as fog nozzles cannot be used effectively with unlined hose (the water pressure built up within the hose by fog nozzles causes unlined hose to leak).

Fire doors and partitions, main and annex buildings----- 2, 500

This item, recommended by the safety engineer, Office of the Architect of the Capitol, would provide for 2 partitions with automatic fire doors in them, one at each end of the pedestrian tunnel between the main and annex buildings, to prevent the spread of a fire in this area. Under normal conditions, these doors would stand open, but in case of a fire would close automatically by the release of a fusible link.

Total----- +1, 790, 100

Total estimate for 1965----- 2, 396, 000

LANGUAGE CHANGE

The committee is requested to add the following language to the text shown in the 1965 budget and in the committee print:

After the words "as amended," add the language: "and of which \$860,000 shall remain available until expended".

As heretofore stated in the justifications, the appropriation for the fiscal year 1962 included an amount of \$2,500,000, which was provided on a "remain available until expended" basis for replacing the 63-year-old heating and ventilating system in the Main Library Building with a new heating and cooling system. As of January 1, 1964, there was an unobligated balance of \$561,630 available to complete work remaining to be done.

As also heretofore stated in the justifications, the appropriation estimate for the fiscal year 1965 includes request for an additional amount of \$860,000 actually necessary to complete this work. In order that the unobligated balance of the 1962 "no year" appropriation and the amount of \$860,000 requested to be included in the 1965 appropriation may be merged into a single account, it is requested that the amount of \$860,000, if approved, also be made available until expended.

ADDITIONAL EMPLOYEES

Senator MONRONEY. How many additional employees have been allowed under this head by the House?

Mr. HENLOCK. Five. Three air-conditioning mechanics on an around-the-clock basis, and one carpenter, and one carpenter helper.

Senator MONRONEY. It seems like all the improvements we do to modernize require more men to run it. Every time we have granted

you these things to economize with new equipment, then you come in and ask for four or five more men.

Mr. HENLOCK. We are utilizing our present force, and this is the only additional force that will be required to operate and maintain the new and expanded facilities. There have been no changes in the heating system in this large building since 1897.

Senator MONRONEY. It seems like when you put in a new heating and air-conditioning system that it is new and the breakdowns and the deficiency which led to its replacement would not require as many men to run it.

Mr. HENLOCK. These are primarily operating men, Senator.

Senator MONRONEY. Why would it take more to operate a modern system?

Mr. HENLOCK. Mr. Rubel can answer that.

Senator MONRONEY. I would like you to answer it.

Mr. HENLOCK. The air conditioning is an added facility with equipment spread throughout the building. The men have to service the rotating machinery, they have to check temperature readings, they have to make adjustments, they have to go to various rooms having thermostats, they have to periodically clean and change thousands of filters, clean air washers, and perform other daily services.

Before, the old hot air system did not require such service.

NECESSITY FOR ADDITIONAL PERSONNEL

Senator MONRONEY. I do not see why, with all the gages, and the settings and everything, it would require more men to run around and do that. Tell me exactly what these men do.

Mr. HENLOCK. This estimate was prepared by Mr. Rubel.

Senator MONRONEY. Let us hear Mr. Rubel, then. I get tired of every time we spend a quarter of a million dollars on something like that to give you more modern equipment it is always used as justification for five or six more people on the pay roll.

LIBRARY OF CONGRESS

Mr. RUBEL. Sir, the old Library of Congress had no air conditioning in the past. It had an old warm-air heating system installed in 1895. It had no automatic controls whatsoever and the comfort conditions in the building were entirely unsatisfactory.

It was uncomfortably cold most of the winter. In fact, we had to augment the old heating system with electric heaters widely distributed throughout the building in order to keep the employees reasonably comfortable.

The new installations not only provide a modern heating system, but they also provide air conditioning in the bookstacks to preserve the valuable collections.

Experts in library work all insist that the humidity in any library must be maintained at a constant degree to preserve the paper and the bindings. The need for such humidity control is quite evident in the old building of the Library of Congress, because many of the volumes are deteriorating very rapidly because of the changing atmospheric conditions which have been unavoidable for the last 60 years.

PERSONNEL NEEDS

As far as the number of men required, there is much rotating machinery and other equipment associated with every large air-conditioning and heating system. There are fans, pumps, and automatic valves which, it is true, are termed "automatic," but they must be maintained in working order to insure proper performance. All mechanical and electrical equipment of the types used in large buildings does require a certain amount of maintenance to insure satisfactory operation and prolonged life of the equipment.

Senator MONRONEY. Did you not have men maintaining the old system that you had before?

Mr. RUBEL. Yes, sir.

Senator MONRONEY. Do you mean they could not assume the duty of this new modern air conditioning? There is nothing for them to do, actually, on the heating equipment, is there?

Mr. RUBEL. Those men will be used, sir. The new equipment serves a dual purpose—namely—heating and cooling, and must be operated in the summertime as well as in the wintertime.

It is an all-year-around operation required to preserve the book collections and to provide reasonably healthful conditions for the occupants. The new equipment is so much more extensive in scope that it cannot be operated and maintained without the addition of three mechanics.

THERMOSTATS

Senator YOUNG. May I ask this question: Almost any modern apartment building has at least one thermostat in each apartment. Why were not thermostats used in this building? I notice you have one here, but in our suite of offices there are no thermostats and the things we have now do not work. You have to turn them one way or the other all the time.

Mr. RUBEL. I am sure that the majority of rooms have thermostats.

Senator MONRONEY. Most of the thermostats are attached to the vents, you raise them up or lower them, but I do not think you have a gage as you do in modern hotel rooms or modern air-conditioning equipment where you can just flip the gage to the temperature you want.

Senator YOUNG. It does not stay put. If it did, that would be a different thing.

ZONE SYSTEM

Mr. RUBEL. This building was designed on a so-called zone system. It is divided up into four separate zones, and the zone conditions are controlled separately by automatic devices associated with each zone.

The north side, the south side, the east side, the west side must be designed differently due to varying exposures to the sun.

Senator YOUNG. But why do you not use thermostats?

Mr. RUBEL. The master thermostats are down in the basement and in the attic where the air-conditioning apparatus is located.

Senator YOUNG. But if it does not work, it is no good.

Mr. RUBEL. It should be made to work properly. I will investigate your complaint personally.

Senator YOUNG. I wish you would.

THERMOSTAT SYSTEM IN OLD SENATE OFFICE BUILDING

Senator BARTLETT. How does the thermostat system in the old building work? I have a thermostat in my office, but I have never known why, because it does not work at all.

Mr. RUBEL. Have the conditions been comfortable in your office?

Senator BARTLETT. Yes; fairly so. I have no complaints to make, but I just wonder why the thermostat is there.

Mr. RUBEL. Individual thermostats sometimes are installed to satisfy the individual desires of the occupants. Most occupants prefer to have their room temperature kept at 75°. We have one instance in the Supreme Court Building where the occupant insists upon a 65° room temperature.

Senator BARTLETT. I understand that, but I can put my thermostat at 60° or whatever the lowest mark is, and occasionally the temperature will register 85°. It does not work, in other words.

Mr. RUBEL. It is quite possible that the thermostatic element is functioning properly but the thermometer in your room may be defective, and they frequently are. I am sure if your thermometer registers correctly at 85°, you would feel very uncomfortable.

Senator BARTLETT. I did, on both occasions. The thermometer was not that far out of order.

Mr. RUBEL. Apparently I have another complaint to investigate.

Senator MONRONEY. You may proceed.

RECURRING ITEMS

Mr. STEWART. There are a number of comparatively small recurring items under "Library Buildings and Grounds, structural and mechanical care."

Senator MONRONEY. Those are annual recurring items?

Mr. STEWART. Yes. For 1965, we are asking for \$2,396,000 or \$1,005,200 less than for 1964. The gross increase asked for 1965, after dropping out 1964 nonrecurring items, is \$1,790,100. Nearly 90 percent of this increase is made up of four nonrecurring items which we would like to discuss with the committee in some detail.

The first and largest item is \$860,000 on page 191 of the justification. Aside from these four items of increases, most of the other items of increase are comparatively small and total, in all, \$179,520.

Senator MONRONEY. What is this item of \$180,500?

RENOVATION OF FLOOR OF ANNEX

Mr. STEWART. It is the renovation of the fourth floor of the annex.

Senator MONRONEY. We are always doing things to attics trying to find space to move people into and then we move them out because the working conditions are intolerable. We seem to spend a good deal of money for the space we are getting.

How many people will we be able to accommodate?

Mr. WELSH. Mr. Chairman, this will accommodate about 40 people.

It is a windowless area and it is not air conditioned. It was designed primarily for storage, but our space situation is so critical we feel it is necessary, now, to utilize this space.

Senator MONRONEY. Who will utilize it?

Mr. WELSH. We have several operations that have been designated to go up there, part of the blind division offices and some other personnel that are now crowded on the decks of the annex. We think we can have very good utilization of this.

Senator MONRONEY. This is not the old Library; this is the one across the street?

Mr. WELSH. This is the annex, yes.

Senator MONRONEY. Does it require any structural change?

Mr. WELSH. No, sir.

Senator MONRONEY. Are there any questions on that item?

MAIN READING ROOM CLEANING AND REDECORATING

Mr. STEWART. The next item is the "Cleaning and redecorating of the main reading room in the main building."

Senator MONRONEY. This is one of the most beautiful rooms in Washington. I am certainly glad that you are going forward with that.

Mr. STEWART. The surfaces to be cleaned and restored consist of highly decorated flat and molded plasterwork, stucco figures in relief, also marble statuary.

INSTALLATION OF HEATING AND COOLING SYSTEMS, MAIN BUILDING

The next item is "Installation of heating and cooling system, main building," and the request for that is \$860,000.

Senator MONRONEY. Is this on top of the \$2.5 million?

Mr. STEWART. Yes, sir.

Senator MONRONEY. We were not told about the additional that would be required, were we?

Mr. HENLOCK. This comes up due to subsurface, unknown conditions. We have an extensive explanation of that, Senator, on the next three or four pages of our justification.

Senator MONRONEY. In other words, the heat for the Library comes up from the Capitol Power Plant. Does it have to be reduced or changed or modified in a heat steam exchange to be usable in there? What are you doing above the \$2.5 million?

Mr. HENLOCK. This is to complete the program. We have done part of the building and we were only able to do the parts shown in color on this diagram, including the bookstacks. In order to complete the heating and cooling program and also a fire retardation program in the bookstacks, it will take this additional amount to do the job.

CONTINGENCY FUND

The consulting engineer who prepared the estimate only included a \$100,000 contingency item. It has been proved that it would have been wiser to have had a \$500,000 contingency fund to provide for unforeseeable conditions.

As we broke into the walls, we found conditions for which we had no plans and which we had no knowledge of, and we had to cope with them as the work progressed.

Senator MONRONEY. This was built in 1890?

Mr. HENLOCK. Yes.

Senator MONRONEY. And you have some fire problems?

Mr. HENLOCK. Yes, sir; and we estimate, in order to complete the remaining work to be done, that it will require \$860,000.

Senator MONRONEY. This is \$860,000 additional on top of \$2.5 million that we appropriated and that will complete the heating, the air conditioning, and the fire retardation?

Mr. HENLOCK. Yes, sir; and that is based on known facts now, known conditions.

Senator BARTLETT. May I ask a question?

Senator MONRONEY. Yes.

ESTIMATED COMPLETION DATE

Senator BARTLETT. On page 193 I find it rather astonishing to read that the estimate of \$2.5 million was based on the estimate that the work would be completed in 2 years. Then it is discovered it will take 5 years. That seems to me to be a gross error in estimating, because the conditions that led to the delay certainly ought to have been known at the time of your original estimates.

Mr. HENLOCK. Senator, if we had figured 5 years in the beginning, it would have still cost the same amount, spread over a longer period.

Senator BARTLETT. Yes; but you figured it for 2 years, and that was what the Congress was told would be the time for completion.

Mr. HENLOCK. We had a consulting engineer and along with the Library of Congress staff they thought it could be done in that period.

Senator BARTLETT. That would be two and a half times as long. That seems to be a rather gross error in calculation.

MAGNITUDE OF WORK AND DEFICIENCIES OF OLD CONSTRUCTION

Senator MONRONEY. Did the consulting architect-engineer know about the magnitude of the work and the deficiencies of the old construction?

Mr. HENLOCK. Yes, sir; but he could not know exact conditions until we broke into the walls, since there were no building plans of the old section, exactly what conditions would be encountered. In a situation like this, you can either put in a very liberal contingency fund, or you can put in for a small one and come back for more money and that is what we elected to do, hoping the smaller contingency would be sufficient to cope with the indeterminate factors.

Senator BARTLETT. What percentage is applied to the contingency fund?

Mr. HENLOCK. From 20 to 25 percent is not unreasonable in dealing with an old building for which detailed plans are not available.

Mr. STEWART. It is rather difficult to estimate the cost of work in some of these old buildings for which no detailed plans are available.

OBLIGATIONS AND BALANCE

Senator MONRONEY. I think I misunderstood. I thought this \$860,000 was to take care of the completion of the heating, air conditioning, and fire retardation.

Mr. HENLOCK. That is an additional amount necessary. Senator, we have obligated for the first two phases of the work, as shown on page 193, \$1,890,725. By June 30, an additional obligation of \$47,645

will have completed those two phases, leaving a balance of \$561,630 toward the third-phase work shown on that chart. In order to do both the air-conditioning work remaining to be done and the fire retardation work, we add that balance to the \$860,000 requested and that gives a total of \$1,421,630 for work to be done—resulting in a \$860,000 overrun.

IMPROVED LIGHTING IN BOOKSTACKS

Mr. STEWART. We are requesting \$320,000 for improved lighting in the bookstacks of the main building.

For the fiscal year 1963, \$15,000 was appropriated for improving the lighting in a small area of the bookstacks in the main Library Building. These funds were provided for experimental work to determine the best method available for improving the lighting in the bookstacks before proceeding with an extensive lighting program throughout all bookstack areas. The bookstack aisles are presently illuminated by bare incandescent lamps, spaced on 4-foot centers. This installation was made 60 years ago, when designers had little, if any, choice in the selection of light sources for good illumination.

Deck No. 8 in the north bookstack was selected for the experimental work, in an area containing 2,000 linear feet of aisle space. The primary purpose of this project was to establish the merits and economics of modern incandescent and fluorescent light sources equipped with various types of diffusing enclosures designed to produce reasonably uniform illumination on books at all levels between the floor and ceiling.

BOOKSTACK UNITS

The industry was canvassed to uncover the availability of commercial lighting fixtures especially designed for bookstack installations. This survey brought forth only two models—one, incandescent; and one, fluorescent—characterized as “bookstack units.”

A third manufacturer of wide repute in the field of illuminating engineering spent more than 10 months, without success, in an attempt to develop a fixture design that would produce uniform high-level illumination intensity from floor to ceiling.

TWO-LAMP FLUORESCENT FIXTURE

From the variety of models installed and evaluated during the 10-month experimental period, a conventional two-lamp fluorescent fixture, equipped with “wraparound” plastic diffusing shield, provided highly satisfactory illumination and possessed other necessary characteristics, such as dimensional suitability, safety requirements, and general appearance.

One hundred and thirty of these fixtures were installed on deck 8 in June 1963 and their efficacy is now well established. The simplicity of the model installed makes it an appropriate item for open competitive bidding and insures maximum economy.

The combined length of all individual bookstack aisles in the main building is about 12 miles. Individual aisles are flanked by two ranges of bookshelves and constitute, in effect, a narrow corridor, with both walls lined from floor to ceiling with bound volumes and other collections.

DIFFICULTY IN READING BOOK IDENTIFICATIONS AND TITLES

Each item stored on the shelves is identified by a catalog reference number, consisting of a combination of alphabetic letters, numerals, and other characters, small in size and not too legible even when viewed under ideal conditions.

Titles of many of the volumes are partially obliterated and with the present low-grade illumination, the reading of titles on the lower shelves is especially difficult.

The bookstacks of the main building were originally designed for as much natural illumination as possible—there being four courtyards by which light was originally admitted to both sides of the original north and south stacks. When additional bookstacks were constructed, in subsequent years, in the northeast and southeast courtyards, the original bookstacks became more than ever dependent on artificial lighting.

The level of illumination was still helped, however, by daylight from windows opening into the northwest and southwest courtyards, which are free of structures. This source of illumination must soon be eliminated, as it is necessary that these windows be bricked up as part of the planned fire retardation program—with the result that the present artificial lighting in the bookstacks will become more inadequate.

PROVIDING ADEQUATE LIGHTING

In order to provide adequate lighting, of the same character as installed in deck 8 last year, on all decks of the north, south, northeast, and southeast bookstacks, it will be necessary to purchase and install 8,500 fixtures, 17,000 fluorescent lamps, 1,000 control switches, 100,000 feet of wire, and numerous miscellaneous supplies.

The estimated cost to equip the 45 decks in the 4 bookstacks of the main Library Building with such improved lighting and with automatic time-switch control to conserve power consumption, is \$320,000. This amount has been included in the budget estimate requests for the fiscal year 1965.

PROGRAMING PERIOD

The attention of the committee is, however, invited to the fact that this project can be conveniently and economically subdivided into four separate parts and programed over a 4-year period, if desired. In that event, the amounts required would be as follows.

Senator MONRONEY. Do you have to take 4 years to do it, or can you program it and get it done in 1 year?

Mr. STEWART. We can do it in 1 year, if that is the wish of the committee.

Senator MONRONEY. It would be better.

Mr. STEWART. On a rising market, it may be a little more expensive to spread it over 4 years.

Senator MONRONEY. And you would have the Library torn up for 4 years.

Mr. STEWART. We would much prefer to do it in 1 year.

Senator MONRONEY. The House gave you permission to do it in 1 year?

Mr. STEWART. Yes, sir.

PROTECTIVE BARRIER, VISITORS' GALLERY

The next item is \$5,000 for a protective barrier, visitors' gallery of the main reading room of the main building.

It is proposed to install a glass protective barrier along the balustrade in the visitors' gallery to prevent the accidental or intentional dropping of objects by sightseers into the main reading room below. It will be suitably designed by the Architect of the Capitol to fit into the decor of the room.

Senator MONRONEY. How high will that be?

Mr. CAMPIOLI. About a foot and a half above the marble railing.

Senator MONRONEY. Is that a foot and a half of glass across there?

Mr. CAMPIOLI. It will be a separate railing behind the railing which will be to the floor and extend about a foot and a half above the marble railing.

Senator MONRONEY. You have an estimate of \$5,000 for the glass and installation?

Mr. CAMPIOLI. Yes, a combination glass and iron railing.

WHEELCHAIR RAMP AT ENTRANCE

Mr. STEWART. The next item would be \$2,500 for a wheelchair ramp to the southeast entrance of the ground floor of the main building.

Due to an immediate need, a temporary wooden ramp has been constructed at this entrance. The funds requested here would permit the construction of a permanent steel ramp to replace the temporary wooden one which is subject to rapid deterioration under adverse weather conditions.

Senator MONRONEY. This would allow wheelchairs to enter the building?

Mr. STEWART. Those would be ambulatory impairment cases.

Senator BARTLETT. I am especially pleased to see that. Both you and the Library are to be congratulated on installing this ramp which will be of great value to the handicapped. I am hopeful that all public buildings in Washington, especially the Smithsonian Institution, will soon follow suit.

Senator MONRONEY. That is a very important program. More and more people that are in wheelchairs are employed on the Hill, and also come as visitors.

U.S. CAPITOL RAMP

Mr. STEWART. May I call your attention to a circumstance that happened during the construction of the east front of the Capitol. Speaker Rayburn, who at that time was interested in paralytic cases and ambulatory impairment cases that came to the Capitol—and the late General Maas was also very much interested in it—had us build temporary ramps to the north and south doors of the Capitol. These ramps still exist and can be seen on the terraces as you come into the building from the north and south entrances.

At the insistence and suggestion of the late Speaker Rayburn, they have been left there, for the purpose of early morning deliveries as well as ambulatory impairment cases that may want to enter the building.

I am sure you have noticed that on the first floor of the building where we have different elevations, we have ramps at all places.

Senator BARTLETT. I think that is very wise.

Senator MONRONEY. I wish you would have somebody go over the various entrances to be sure that we have ramps where they are needed.

Mr. STEWART. As I point out, any ambulatory impairment cases coming in the north and south doors, from the sidewalk, can come into the building by means of these ramps.

Senator MONRONEY. The building now is perfectly mobile, at least on the first floor?

Mr. STEWART. That is right, sir.

Senator MONRONEY. And on the main floor.

Mr. STEWART. The fact that we put these two ramps at the north and south doors eliminated the requirement of putting any type of ramps at the front of the building.

LOCKING OF DOORS FROM RAMPS

Senator BARTLETT. May I interrupt for one moment. I am told that normally the doors leading into the Capitol from those ramps, are kept locked and a policeman has to be called before a person can be admitted.

Mr. STEWART. To the best of my knowledge, they are open during the hours the Capitol is open.

Senator BARTLETT. Would you have that checked?

Mr. CHEATHAM. The one on the Senate side is open from 7:30 in the morning until about 5 or 5:30 in the afternoon. Maybe we should leave it open when the Senate is in session, but there we get back to another man to patrol the door.

Senator BARTLETT. Will you look into it and see if it is being done?

Mr. CHEATHAM. Fine, Senator.

POINTING EXTERIOR STONEWORK

Mr. STEWART. The next item is "Pointing exterior stonework, main building," and we are requesting \$5,000 for that.

This item is requested to permit pointing of exterior stonework on the main building walls in the two courtyards. Due to a shortage of funds and more pressing needs on other exterior walls of the two buildings, this work was not done when extensive pointing of stonework was done during fiscal years 1957 through 1961.

REPAIRING GARAGE ENTRY AND EXIT RAMPS

Now, for repairing garage entry and exit ramps for the annex, I am asking \$24,500.

These ramps, installed when the annex was built in 1938, have deteriorated under constant automotive traffic and the chemical action of deicing agents to the extent that they are hazardous and should be replaced. The work would also include rebuilding the damaged protective curbs at the base of the ramp walls and the installation of an electrical heating system in the new ramp slabs to keep them free of ice and snow and eliminate the need for deicing compounds.

MATERIALS FOR CLEANING AND HANDLING EQUIPMENT

For materials for cleaning and handling equipment, I am asking \$4,300.

FIRE EXTINGUISHERS, FOG NOZZLES, AND FIREHOSE

The next item is for fire extinguishers, fog nozzles, and firehose for both buildings, in the amount of \$22,500.

For fiscal year 1964, an allotment of \$18,000 was requested, but denied, for the replacement of existing soda-acid and foam-type fire extinguishers with dry-chemical extinguishers and for the replacement of existing solid-steam firehose nozzles with fog nozzles. This item is resubmitted.

FIRE DOORS AND PARTITIONS

The last item would be for fire doors and partitions in the main and annex buildings, for which I have requested \$2,500.

This item, recommended by the safety engineer, Office of the Architect of the Capitol, would provide for two partitions with automatic fire doors in them, one at each end of the pedestrian tunnel between the main and annex buildings, to prevent the spread of a fire in this area. Under normal conditions, these doors would stand open, but in case of a fire would close automatically by the release of a fusible link.

Senator MONRONEY. This is a total estimate on the buildings? I do not see anything, hardly, with reference to grounds. This is almost entirely for structural and mechanical care of the Library of Congress and comes to \$2,396,000 as compared to \$3,401,200 for 1964. Most of this is for nonrecurring items based on continued modernization of the Library of Congress.

Mr. STEWART. That is right, sir.

Senator MONRONEY. How much did we spend last year on that?

REPLACEMENT OF CITY WATER SYSTEM AND IMPROVEMENTS

Mr. HENLOCK. We spent \$1,304,000 last year. You gave us an appropriation of \$3,388,200 which included \$2,225,000 for replacement of the city water system and improvements of that nature for which plans and specifications are now being prepared.

LIBRARY BUILDINGS AND GROUNDS: FURNITURE AND FURNISHINGS

CARD DIVISION TRAYS AND CASES

The next item is furniture and furnishings, and the only large item is \$58,000, which is for the purchase of 32,000 steel trays and 230 cases in which to house the trays for the Card Division.

These trays and cases are needed for expansion of the card stock of catalog cards maintained for sale by the Card Division to other libraries.

When the Card Division moves to the Naval Weapons Plant late in the fiscal year 1964, it will have more space available in which to keep its stock of catalog cards than it does now. The additional space will permit the Card Division to maintain a larger stock of cards than is presently possible. With a larger stock on hand, the Card Division will be able to give better service to its customer libraries and probably increase sales, the revenue from which will be deposited into the Treasury as miscellaneous receipts.

Senator MONRONEY. The 1964 appropriation is \$180,000 and the total estimate for 1965 is \$229,400, or a net increase of \$49,400.

Mr. HENLOCK. Yes, sir.

Justification

1964 appropriation in annual act-----	\$180,000
Deductions:	
Calculating machines for Budget and Accounting Offices-----	2,200
Electric adding machines for Accounting Office, Division for the Blind, Card Division, Copyright Office, Music Division, Order Division, and Serial Division-----	4,400
Miscellaneous office equipment-----	3,300
Microfilm reading machines and editing equipment for the Manuscript Orientalia, Serial Stack, and Reader Divisions----	7,000
File cabinets, Prints and Photographs Division-----	3,000
Card catalog cases, Processing Department (100 3- by 5-inch, 15-drawer, sections)-----	21,000
Card catalog cases, Copyright Office (124 15-drawer sections)---	11,000
File cabinets, Legislative Reference Service (70 5-drawer cabi- nets)-----	4,000
Card file sections, Stack and Reader Division (15 3- by 5-inch, 15-drawer sections)-----	1,500
Book racks, Stack and Reader Division (150 bookracks)-----	3,500
Charging desk, Loan Division-----	3,000
Automatic writing equipment, Office of the Secretary-----	3,200
Collating machine, Legislative Reference Service-----	2,000
Electric document sorter, Copyright Office-----	6,200
Carpeting, Legislative Reference Service-----	2,200
Type for Printasign machine, Buildings and Grounds Division--	2,500
Total-----	<u>-80,000</u>
Base for 1965-----	<u>100,000</u>
Additions:	
Annual office furniture, equipment, and office machines—annual allotment—increased from \$40,000 to \$50,000 to meet current requirements-----	10,000
Microfilm reading machines, Serial Division and Stack and Reader Division-----	4,500
File cabinets, Prints and Photographs Division: 46 5-drawer, letter-size, metal cabinets—10 for normal expansion of photo- graphic negative collections, 36 for replacement of obsolete wooden cabinets-----	2,500
Catalog cases, Copyright Office: 124 15-drawer sections for current additions, normal growth, and the replacement of obsolete equipment in the Copyright Card Catalog-----	11,000
Miscellaneous office equipment-----	3,100
Visible file cases: 5 for Personnel Office, 4 for Serial Record Divi- sion, 9 for Orientalia Division-----	4,300

Justification—Continued

Additions—Continued

Steel trays, Card Division: 32,000 trays and 230 cases in which to house them are needed for expansion of card stock.....	\$58, 000
Recording equipment, Music Division.....	10, 000
Motion picture equipment, Prints and Photographs Division—primarily to replace existing obsolete equipment.....	15, 500
Rotary files, Copyright Office: 7 4-tire units needed for current working files.....	3, 100
Roller shelf units, Map Division—for atlases used in the Map Reading Room.....	1, 000
Card catalog cases, Catalog Maintenance Division: 12 15-drawer sections needed for Far Eastern Languages Catalog to replace 8 obsolete cases and provide for expansion.....	2, 200
Dictating and transcribing machines: 1 dictating machine and 1 transcribing machine for Music Division; 1 transcribing machine (replacement) for Stack and Reader Division.....	1, 200
Exhibit cases, ground floor, main building: 1 for display of publications offered for sale; 1 for the Library's "Showcase Exhibit".....	3, 000
Total additions.....	<u>+129, 400</u>
Total estimate for 1965.....	<u>229, 400</u>

BOTANIC GARDEN

Senator MONRONEY. The next item is the Botanic Garden. The justification follows:

BOTANIC GARDEN, SALARIES AND EXPENSES

Justification

1964 appropriation in annual act.....	\$454, 500
Wage board pay supplemental in H. Doc. 203.....	4, 600
Total appropriations, 1964.....	<u>459, 100</u>

Deductions:

Regular pay above 52-week base allotment decreased from \$2,000 to \$1,000 due to 1964 being leap year and containing 2 additional days instead of the usual 1 additional day above the 52-week base.....	1, 000
Enlarging toilet facilities in conservatory, nonrecurring item allowed for 1964, dropped for 1965.....	5, 000
Surfacing roads in nursery with bituminous concrete paving, non-recurring item allowed for 1964, dropped for 1965.....	20, 000
Total deductions.....	<u>-26, 000</u>
Base for 1965.....	<u>433, 100</u>

Additions:

Wage rate increases authorized by Public Law 763, 83d Cong.....	7, 366
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Under the provisions of Public Law 763, 83d Cong., 47 laborers and mechanics on the Botanic Garden roll are compensated on a wage board prevailing rate basis. Public Law 763 provides that the compensation of such employees shall be fixed and adjusted from time to time as nearly as is consistent with the public interest in accordance with prevailing rates.

An increase of \$3,331 is requested for 1965 to meet on a full-year basis the cost of increased wage rates established for these wage board positions as a result of a general survey of Government and industrial employees' wages in the Washington metropolitan area, conducted during the past year. The new rates went into effect Dec. 8, 1963, in accordance with the provisions of Public Law 85-872, 85th Cong. This increase is necessary in order that the Botanic Garden wage board employees may be compensated on a full-year basis in the fiscal year 1965 in accordance with present prevailing rates.

Justification—Continued

Additions—Continued

Wage rate increases, etc.—Continued

An increase of \$4,035 is requested for 1965 to meet the cost of within-grade promotions falling due in that year, authorized by Public Law 763 under the wage board system, for employees compensated under that act.

Within-grade promotions and other changes falling due in that year authorized by the Classification Act of 1949, as amended, for employees compensated under that act.-----

\$1,715

Increased pay cost due to Public Law 87-793, approved Oct. 11, 1962, Federal Salary Reform Act of 1962, to cover increases which went into effect Jan. 5, 1964, under authority of that act and must be met on a full-year basis in 1965.-----

719

Contribution to retirement fund, increased from \$18,600 to \$19,200.

600

This increase results from increase in basic pay rates and is required to cover the cost of Government contribution to retirement fund authorized by Public Law 854, 84th Cong.

Replacement of temperature controls, valves, and other items on the heating system serving the main conservatory, nonrecurring item.-----

25,000

A nonrecurring allotment of \$25,000 is requested for 1965 for replacement of equipment on the heating system serving the main conservatory, which has been in use for more than 30 years—having been installed when the conservatory was constructed; repair parts are no longer available for most of the equipment, which is now of obsolete design; and maintenance has become a constant and difficult problem.

In order to keep this equipment in service for 30 years, which has a rated life expectancy of 15 years, it has been necessary to make repairs more and more frequently, particularly in the past several years, until the point has now been reached where the equipment can no longer be kept in dependable operating condition through repair. A careful survey discloses that over $\frac{1}{2}$ of the equipment is not functioning properly, resulting in reduced efficiency of the heating system.

Air pressure failure in cold weather could result in costly damage to tropical and other plants housed in the conservatory; also, with the present obsolete vacuum and condensate return pumps in use, condensate is now bypassing to the sewer instead of being returned to the Capitol Power Plant where it is needed.

Under the amount requested for 1965, it is proposed to replace 87 thermostats and 174 radiator valves, which control temperature conditions in the conservatory; steam traps, air compressors, vacuum and condensate return pumps; also, the main steam reducing valves, hand stop valves, traps, and accessories.

Funds for replacement of this heating equipment, which is vital for the maintenance of proper temperature conditions in the conservatory at all times, especially in the cold winter months, are urgently requested for 1965, in order to insure preservation of the valuable collection of plant material housed in the conservatory.

Painting structural steel and heating pipes in main conservatory, nonrecurring item.-----

13,500

A nonrecurring allotment of \$13,500 is requested for 1965 for painting structural steel members and heating pipes in the main conservatory, last painted in the fiscal year 1959.

The structural steel members in the upper areas of the conservatory are in satisfactory condition, but rust has formed on the lower steel members and the piping, due to constant moisture from watering of plants and the high humidity maintained in the conservatory.

The point has now been reached where it is necessary to paint the rusted areas of the structural steel and the piping in order to prevent their deterioration, and for this purpose \$13,500 is requested for 1965.

Justification—Continued

Additions—Continued

Cleaning exterior and interior walls of main conservatory, nonrecurring item..... \$15, 000

This is a nonrecurring item, requested for 1964, but deferred by the committee for that year. It provides funds for cleaning the exterior and interior walls of the main conservatory of the Botanic Garden, located on Maryland and Independence Avenues, adjacent to the Rayburn House Office Building.

The conservatory was completed and occupied in 1933 and the exterior and interior walls have not been cleaned in the ensuing 30 years. The exterior limestone walls are now streaked and dirty and the interior brick walls are dingy looking and should be cleaned at this time, in order that the conservatory may present an appearance in harmony with the new Rayburn House Office Building, rather than an unsightly contrast as at present.

During the past several years, funds have been allowed for cleaning the exterior of the Capitol Building, the Old Senate Office Building, and the Main Library Building, resulting in a vastly improved appearance of those buildings, and the request for funds for cleaning the Botanic Garden conservatory is a continuation of this program.

The item is therefore resubmitted for the consideration of the committee for 1965.

New delivery trucks, nonrecurring item..... 6, 000

An allotment of \$6,000 is requested for 1965 for the purchase of 2 new delivery trucks to replace 1 1949 International truck and 1 1953 International truck, which are badly worn, create a constant maintenance problem, and are no longer economically repairable.

These trucks are required for delivery of plant materials, potted plants, cut flowers, and centerpieces to the Capitol and other buildings in the legislative group of buildings. The existing trucks are no longer dependable and are often disabled while undergoing shop repairs.

Under the amount requested for 1965, it is proposed to purchase 2 new 6-cylinder panel trucks, with standard transmissions and heated bodies necessary for winter use.

Installation of lawn sprinkler system in grounds of main conservatory, nonrecurring item..... 10, 000

This is a nonrecurring item, requested but not allowed for 1964, which is resubmitted for the committee's consideration for 1965.

It provides for installation of an underground lawn sprinkler system in the grounds about the main conservatory in order that an attractive lawn area may be maintained for this facility. For many years, such systems have been installed in the Capitol Grounds and found decidedly advantageous in lawn maintenance, as well as a saving in man-hours required for manual watering. The condition of the lawns, at present, is not in keeping with the beauty of the conservatory collections.

Landscape improvements, main conservatory, nonrecurring item... 15, 000

An allotment of \$15,000 is requested for 1965 to improve the landscape appearance of the grounds surrounding the main conservatory of the Botanic Garden and the 2 courtyards located in the interior of the grounds of the conservatory. When the Rayburn House Office Building is completed and the grounds of the building landscaped, the grounds about the Botanic Garden conservatory will present an unsightly contrast. The appearance of these grounds should be improved.

Justification—Continued

Additions—Continued

Landscape improvements, etc.—Continued

Under the funds requested for 1965, it is proposed to landscape the grounds surrounding the conservatory with additional plant material, so selected and arranged as to greatly improve this area and cause it to blend with surrounding plots. The plant material, proposed to be used, will provide color in the spring and summer, and will be mainly green in the winter. It is proposed to remove 4 old sycamore trees from the grounds on the Maryland Avenue or front side of the conservatory, and to plant in this area of the grounds 7 large maple trees and 2 magnolia trees; also, low-growing evergreen hedges and evergreen shrubs.

In the grounds on the 2d Street side, it is proposed to plant 3 flowering crabapple trees and 2 magnolia trees, together with low-growing evergreen hedges and evergreen shrubs.

In the grounds on the 1st Street side, it is proposed to plant 2 magnolia trees and 1 flowering crabapple tree, together with low-growing evergreen hedges and evergreen shrubs.

In the grounds on the Independence Avenue side, it is proposed to plant 2 small trees and low-growing evergreen hedges and evergreen shrubs; 5 large existing trees on this side of the grounds will be left undisturbed.

Attractive lawn areas will be maintained on all 4 sides of the conservatory.

The 2 existing interior courtyards, 1 to the east and the other to the west, are at present poorly developed, unattractive areas. The east courtyard consists of a labyrinth formed by odd sizes of boxwood, bordering on dirt paths. The west courtyard consists of an unrelated assortment of plant material, a free-form pool and rockery, and dirt paths. The dirt paths in the 2 courtyards are muddy and dusty, making these areas unattractive to visitors to enter.

Under the funds requested for 1965, it is proposed to landscape these courtyards with suitable evergreen shrubs and other low-growing plant material and to develop them into attractive spots for visitors. The small pool would be retained in the west courtyard and there would be benches to sit on in the east courtyard. The existing dirt paths in both courtyards would be replaced with new walks constructed of flagging, set in sand, affording a hard walking surface.

Total	-----	+ \$94, 900
Total estimate for 1965	-----	528, 000

MAIN CONSERVATORY HEATING SYSTEM

Mr. STEWART. That is for salaries and expenses for the Botanic Garden.

One of the largest items there is for the replacement of temperature controls, valves, and other items on the heating system serving the main conservatory. This is a nonrecurring item and we are requesting \$25,000.

The nonrecurring allotment of \$25,000 is requested for 1965 for the replacement of equipment on the heating system serving the main conservatory, which has been in use for more than 30 years—having been installed when the conservatory was constructed; repair parts are no longer available for most of the equipment, which is now of obsolete design; and maintenance has become a constant and difficult problem.

Senator MONRONEY. The House allowed this item, did it not?

Mr. STEWART. Yes, sir.

In order to keep this equipment in service for 30 years, which has a rated life expectancy of 15 years, it has been necessary to make repairs

more and more frequently, particularly in the past several years, until the point has now been reached where the equipment can no longer be kept in dependable operating condition through repair. A careful survey discloses that over one-half of the equipment is not functioning properly, resulting in reduced efficiency of the heating system.

PAINTING MAIN CONSERVATORY STEEL AND PIPES

Now, the next item is painting structural steel and heating pipes in the main conservatory, a nonrecurring item in the amount of \$13,500.

The next item is cleaning exterior and interior walls of the main conservatory in the amount of \$15,000.

Senator MONRONEY. This is nonrecurring?

Mr. STEWART. That is right.

Mr. HENLOCK. The House allowed that item.

TRUCK REPLACEMENT

Mr. STEWART. The next item is for two trucks to replace two old trucks. The House allowed one truck and we are not appealing that action.

UNDERGROUND LAWN SPRINKLER SYSTEM

The next two items—\$10,000 for an underground lawn sprinkler system for the grounds of the main conservatory, and \$15,000 for the landscape improvement of the grounds and two courts of the conservatory—were not allowed by the House. We are not appealing the House action.

Senator MONRONEY. Neither the \$10,000 or the \$15,000?

Mr. STEWART. That is right, sir. We are not appealing it.

SECTION 105, LEGISLATIVE APPROPRIATION BILL

Mr. HENLOCK. Mr. Stewart would like at this time to present to you formally his letter of April 15, 1964, with respect to section 105 of the bill.

Mr. STEWART. Mr. Chairman, if I may read it, it is not too long.

Senator MONRONEY. I think we are going to have to have a longer period of time to talk about section 105 than we have at the present time. This is the restriction written into the bill that all expenditures would have to be made available to the public in the Architect's Office or in the committee's office.

We have had some testimony on it from the General Accounting Office, and I think we need, perhaps, a whole period to go into that.

CAPITOL GROUNDS LIGHTING COST

What would be just a rough estimate of the proper lighting of the Capitol Grounds cost? It has been discussed and suggested for the better protection of the public at night that we have such lighting. Do you have any estimates on that?

Mr. STEWART. We have no estimates. We have never made any and do not feel that we should until we learn more about plans that might be submitted by the Metropolitan Police officers or others in

charge of the safety of the grounds. Otherwise, we might decide to put better illumination in areas where they may not want it.

Senator MONRONEY. I notice that you say:

From an esthetic point of view, the old lamp standards and the lighting are considered satisfactory; modern, "mercury" type standards would give adequate lighting, but would not be in keeping with the architecture of Capitol Hill. Perhaps a compromise somewhere between these extremes would be a proper course, but such a program would require study, development of acceptable designs, and a considerable expenditure of funds.

STUDY AND DESIGNS DEVELOPMENT

This is something you are going to have to undertake very carefully if you are proposing a change in the lighting system, with the architects of the country, because they could be aroused, I think, very greatly if we were putting in gooseneck mercury lamps to make more or less a world's fair lighting project out of the studied and beautiful stately appearance of the Capitol in all of its antique glory.

So, as you sketch it, I think you should have some fine arts commission working closely with you on that.

Mr. STEWART. My approach to the problem, as indicated, is that we defer further consideration of any lighting changes until we first determine upon an adequate police protection program. Once that has been settled upon, then I believe would be the time to go further into the matter of the adequacy of present lighting.

LIMITATION ON ATTENDANCE AT MEETING'S

Senator MONRONEY. I notice that the House has eliminated the \$500 limitation carried in last year's bill on the amount which could be used for attendance at meetings and conventions.

Why was that eliminated?

Mr. HENLOCK. That was an action taken by the House voluntarily in eliminating it. We, of course, do not spend a great deal for attendance at meetings, but it is very hard to have adequate representation at meetings under that amount.

Mr. ROOF. Last year we spent \$240. That was for attendance of our safety engineer at a national safety congress.

Senator MONRONEY. What was it back 2 or 3 other years? Would you put those figures in the record?

Mr. ROOF. In 1961 it was \$245 and in 1962 it was \$489.

DRINKING FOUNTAINS

Senator MONRONEY. Every year we have complaints from Members and from our visitors regarding lack of drinking fountains on the Capitol Grounds and also in the buildings. I know your testimony was that vandalism and destruction has been practiced to make these ineffective. But it seems that other cities and other buildings, public and otherwise, are able to have drinking fountains that can be used. Why is it that we cannot?

Mr. STEWART. On the Grounds, for instance, we have had a plan that has been on the boards for the last 5 or 6 years for the installation of drinking fountains on the east side of the Capitol. But the ex-

perience that we have had with the drinking fountains that exist on the west side have caused us to hesitate until such time as we could get some proper control of the Grounds. We have had a very difficult time on the west side. With respect to the drinking fountain that is down at the foot of the hill, we have even had trouble keeping it in place, because everything has been broken and taken off except the fountain itself.

VANDALISM

Mr. ROOF. We had to replace as late as last week, Senator, the drinking fountain on the west front.

Senator MONRONEY. What happened to it?

Mr. ROOF. It was twisted off and carried away.

Senator MONRONEY. Can you not put them where people mostly come in by the approaches to the Capitol, on a little island off the sidewalk, where people would be moving and there would be too much traffic and police are already stationed there so that they cannot yank the plumbing out with their bare hands? I do not see why in this modern day and age we cannot conquer this one.

Mr. STEWART. In recent years, the west side of the Capitol has been largely the reception area for the majority of the crowds that come to the Capitol. Buses park in that area. The west fountain in sight of everybody that comes to the Capitol from the west approach and still we cannot maintain them in good order. I would say that 90 percent of the vandalism that takes place on the grounds takes place after nightfall.

DRINKING FOUNTAINS ON EAST FRONT

Senator MONRONEY. If you build it down on the left side of the Capitol, that would certainly be true. It seems to me there is a great deal of traffic on the east front and maybe drinking fountains placed there would not suffer the fate that they do when they are more deeply on the Capitol Grounds on the west front.

Mr. STEWART. The vandalism is not confined to the west front.

Senator MONRONEY. The House has asked, in its report, that something be done about it, and I think the Senate feels the same way.

Mr. ROOF. We plan to try to do something, especially on the east front. Perhaps two fountains can be installed near the large plant cases at East Capitol Street and the Capitol Plaza and one across the plaza from the Senate steps, and one near the House steps. But we do have a vandalism problem all over the area.

DRINKING FOUNTAINS IN U.S. CAPITOL BUILDING

Mr. STEWART. There are three fountains in the grotto on the west side and one on the west side at First Street. In the building, we have 15 drinking fountains.

Senator MONRONEY. They are kept operative? They are not torn up all the time?

Mr. STEWART. Not in the building, because they are under the watchful eye of the people going by.

Senator MONRONEY. I have some more questions. We will have to have you back later.

COMMITTEE RECESS

The committee will stand in recess until Friday morning at 8:30, at which time we will continue with this.

(Whereupon, at 10 a.m., Wednesday, May 13, 1964, the subcommittee recessed, to reconvene on Friday, May 15, 1964, at 8:30 a.m.)

LEGISLATIVE BRANCH APPROPRIATIONS FOR 1965

FRIDAY, MAY 15, 1964

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

The subcommittee met at 8:45 a.m., pursuant to recess, in room 1224, New Senate Office Building, Hon. A. S. Mike Monroney (chairman of the subcommittee) presiding.

Present: Senators Monroney, Hayden, Bartlett, and Saltonstall.

OFFICE OF THE ARCHITECT OF THE CAPITOL

STATEMENTS OF J. GEORGE STEWART, ARCHITECT OF THE CAPITOL; MARIO E. CAMPIOLI, ASSISTANT ARCHITECT OF THE CAPITOL; PHILIP L. ROOF, EXECUTIVE ASSISTANT; WALTER L. RUBEL, COORDINATING ENGINEER; CHARLES A. HENLOCK, ADMINISTRATIVE OFFICER; AND DANIEL J. GEARY, ACCOUNTING OFFICER

SECTION 105 LANGUAGE

Senator MONRONEY. We are ready to hear Mr. Stewart.

Mr. STEWART. Mr. Chairman, I am seriously concerned about the language contained in section 105 of the Legislative Branch Appropriation Act, 1965, as passed by the House of Representatives.

I have conferred with the Comptroller General of the United States and he agrees with me that the language is ambiguous and open to broad interpretation; and that if such an interpretation ultimately prevails, it could have an adverse effect on the interests of the Government in areas involving expenditure of funds by the Architect of the Capitol under construction and maintenance contracts.

So that the matter may receive full consideration, may I respectfully suggest that your committee discuss the language of section 105 with the Comptroller General when he appears before your committee in justification of his 1965 estimates of appropriations.

STATEMENT TO HOUSE

Mr. Steed pointed out some of the elements of concern on the floor of the House when the amendment was under consideration, April 10, 1964. In his remarks, he stated:

I literally do not know what is meant by making an "expenditure available for public inspection." I presume documents relating to expenditures is what is meant. What documents? What about internal papers supporting or directly related to vouchers or to contracts, on which expenditures are based?

Suppose change orders are issued on a contract, or claims develop during the course of the work. The value of change orders is often a matter of negotiation.

Claims are often disputed. What supporting documents pertaining to the architect's calculations in regard to the values involved are open to public inspection and thus to the contractor involved?

Is it not possible that indiscriminate public inspection could prejudice the Government's interest on pending claims of disbursements?

I do not know, but some documents are not usually made available even in court proceedings except upon subpoena. As I say, I do not know, but these kinds of questions immediately come to mind.

Could any Tom, Dick, or Harry walk in at any time and demand to rummage through the thousands of vouchers on which the expenditures are made—surely anything like that would be disruptive and undesirable, and yet I suppose such might be within the term "public inspection," because those words are not delimited in the amendment.

Also, the amendment as drawn sounds far from clear as to when the expenditures would be open to public inspection. I don't know how that would work. Would the Clerk of the House and the Architect, for example, have to make some declarations before any funds could be drawn from the Treasury?

Would the "public" be entitled to come in and demand "inspection" before or after the accounts are settled—could they demand to see a voucher immediately after it was paid, or how would this work? This might sound like a technical matter, but it could possibly present some real problems.

CONCERN WITH SECTION 105 REQUIREMENTS

As Architect of the Capitol, I do not know just what demands section 105 will make upon me or my staff, as presently drafted. I assume under section 105 our payrolls would be open to public inspection. Would this mean simply the payroll itself, or all supporting documents, such as appointment papers and personnel files?

My main concern, however, is about our contract operations, as, in my judgment, section 105, as drafted, may prove a dangerous amendment with respect to funds under the Architect of the Capitol. I have in mind that a good part of the funds under the Architect are expended through construction and maintenance contracts, under which change orders and other claims normally develop in the course of the work.

As I see it, there is the serious danger that under section 105 an expenditure might be construed as entitling a contractor to have access to all the files of the Architect of the Capitol bearing on such change orders or claims, including change orders and claims in dispute.

This would have the effect of abetting claims against the Government, in that the contractor would have accessible to him not only his own supporting information but also all of the evidence developed and to be used by the Government in the negotiation and settlement of such change orders and claims.

This would certainly give a contractor an unfair and unwarranted advantage over the Government and, in fact, an advantage so far as I know, that is not afforded contractors by any Government agency engaged in construction and maintenance work.

Normally, such information is made available to boards of contract appeals and, under subpoena, to a court hearing appeals and trying cases involving such claims, but even in those cases, the information is normally limited to that required to permit the board or court to reach a fair and equitable settlement.

QUESTION OF AVAILABILITY OF INFORMATION

There is also the question that section 105 does not, as indicated by Mr. Steed, make clear the question as to when such information

must be made available—whether or not the information must be made available before or after accounts are settled, or at the pleasure of contractors and the inquiring general public.

These are some of the major points of concern that prompt me to bring this matter to your attention and to respectfully request that your committee give further consideration to the language contained in section 105.

My whole purpose in bringing this matter to your attention is to urge that whatever provision Congress decides to adopt, the language be crystal clear as to intent, so that, as an officer of Congress expending funds for the Congress, there may be no doubt as to exactly what Congress wishes me to do under section 105 with respect to the expenditure of moneys for its operations.

CLARIFICATION OF LANGUAGE FOR POSSIBLE SOLUTIONS

Mr. MONRONEY. Thank you, Mr. Stewart, for your statement.

The chairman personally feels that this language is vague as now written in section 105, and it should be the duty of this committee from the evidence that we adduce here, to straighten out the language to carry out the purpose for which the House enacted it.

Two solutions appear to be possible. One would be to include the Architect of the Capitol under the General Accounting Office for their regular on-site audits, which was one of the motions that was offered during the course of the bill through the House, and went out on a point of order. This would probably require a two-thirds vote in the Senate to put that in.

The other would be to arrange for publication of public information on all expenditures from the Architect's Office. I think we are not required—and I don't think the language of the bill would require all the supporting documentation, the personnel files, and things of that kind. To ask for information on all expenditures, to publish the names and amounts paid on the payroll, or to have duplicate vouchers made for personnel and also for other vouchered expenses. That would be open to the public, and might accomplish the purpose of section 105.

Senator SALTONSTALL. Would the chairman be willing to state his first cause again.

ARCHITECT UNDER GENERAL ACCOUNTING OFFICE AUDIT

Senator MONRONEY. The first was the possibility of our suspending the rules and presenting language which would put the Architect under the General Accounting Office site audit provisions.

Senator SALTONSTALL. Thank you.

Senator MONRONEY. I would like to have your comments on that.

Mr. STEWART. Mr. Chairman, I would like to state that the accounts of the Architect of the Capitol have been audited by the General Accounting Office since that office was first established in 1921.

There appears in the justification on page 149, a statement on audit procedures as applied to the Rayburn Building, and this same general procedure is applicable to all of the accounts of the Architect of the Capitol.

Senator MONRONEY. Well, but the General Accounting Office does not, as I understand it, conduct an on-site audit of your accounts.

Mr. HENLOCK. That is correct, Senator.

Senator MONRONEY. Why shouldn't he? If the Congress decides that is what it wants?

SPACE PROBLEM

Mr. HENLOCK. If the Congress decides that is what it wants, we will naturally conform to that procedure. We do have a space problem, however, that would have to be met, because it does take physical space in which to house the auditors when they come in to make their site audits.

Senator MONRONEY. Your volume of expenditures runs into the millions of dollars each year, tens of millions of dollars in some cases, and this same type of audit that is given to all Government departments by the General Accounting Office agents. If it were applied to the Architect's Office, it would perhaps meet or even go farther than the section 105 proposed in the House language, would it not?

Mr. HENLOCK. It would accomplish the objective, Senator.

Senator MONRONEY. And would not in this way unduly delay you, or impose extraordinary calls upon your office, such as open public inspection of books; is that correct?

Mr. HENLOCK. It certainly would be preferable.

Mr. STEWART. If we had a choice, we would prefer the site audit.

Senator MONRONEY. To have a site audit. That would not include, however, the publication or listing of your personnel that are regularly employed by the Architect.

Mr. HENLOCK. No, sir.

TOTAL EMPLOYEES

Senator MONRONEY. How many do you employ?

Mr. HENLOCK. 1,200 regular, and about 200 seasonal and temporary.

Mr. STEWART. 1,400 in all.

Senator MONRONEY. All right. Of course, the publications that go forward with the other accounts, the disbursing office, disbursing to the Sergeant at Arms and the Secretary of the Senate, those are accounts that are audited and approved by the Rules Committee, and then go to the General Accounting Office for further audit and compilation, and then are published annually in the listing of the vouchers as shown by this book.

In the report of the Secretary, every expenditure that was made out of Senate funds and contingent funds in the Senate is listed.

There is no committee that is directly supervising your accounts, is there?

Mr. HENLOCK. No, sir.

Senator MONRONEY. No committee?

CONGRESSIONAL CONTROL OF ACTIVITIES

Mr. HENLOCK. We do not, in the sense of an audit control, have to have any formal approval of our accounts by any committee of Congress, but we do operate under committees and commissions of Congress, who are charged with final control over our activities, Senator.

May I cite the additional House Office Building project, as an example? Every contract of any size or magnitude for that project has been approved in writing by the Chairman of the House Office Building Commission, acting for the Commission. On the extension of the Capitol, most of the major expenditures were approved by the Chairman of that Commission acting for the Commission, and we filed their formal directives, written directives, with the Comptroller General with our contracts.

We have also filed every contract, every voucher, every pertinent paper that the Office has involving an expenditure with the Comptroller General, for auditing in the General Accounting Office, as distinguished from auditing at the site of operations where they would have access to any additional papers in our file not accompanying the vouchers.

Senator MONRONEY. But all expenditures, salary and construction, repair, maintenance, that item, are audited by the General Accounting Office?

Mr. HENLOCK. Yes, sir.

Senator MONRONEY. Every voucher?

Mr. STEWART. Yes, sir; everything.

Senator MONRONEY. Then does he give you a report on the results of these?

Mr. HENLOCK. The only way we get a report is if there is any question or any exception filed with the Architect of the Capitol. Then we give the answer and have the account cleared accordingly.

We very seldom get an exception or a question, and in the case of the \$110 million additional House Office Building project, we have had no exceptions or questions whatsoever.

CLARIFICATION OF AUDIT

Senator MONRONEY. Well, I don't understand exactly the difference between the on-site audit that is conducted in the general level of Government and this one that you go through.

Mr. HENLOCK. Well, Senator, take for instance our construction contracts. We file with the General Accounting Office the contract payment vouchers which list all pertinent items: the prime contract and its price, change orders, payments, accompanied with requisitions of the contractor, the breakdown of the contract amounts, and the approval by the Architect of the Capitol and his consultants, and we also, as we tell you, file all contracts and papers supporting the contracts, including the change orders, with the General Accounting Office.

But they do not have access to the papers that lead up to those change orders, the negotiating papers, evidence in the file where there may have been differences of opinions between ourselves and consultants, or between personnel in the field office, where as under a site audit they would have access to all information in our file.

Senator SALTONSTALL. Mr. Chairman, may I ask a question?

Senator MONRONEY. Please do.

Senator SALTONSTALL. Is there any recommendation from the Comptroller General as to how this situation could be handled?

Mr. HENLOCK. No, sir. I understand he felt that was a matter of policy for the committee to determine, but I might emphasize that so far as our letter of presentation to your committee is concerned, the

Comptroller went over the draft of that letter and indicated his concurrence in the contents of the letter before we have presented it to the committee.

Senator SALTONSTALL. Have you asked him for any recommendations?

RECOMMENDATIONS OF THE COMPTROLLER GENERAL

Mr. HENLOCK. No, sir.

Senator MONRONEY. We had him. When he appeared here, we asked him the different methods that might be applied to auditing the accounts of the Architect. One of the methods was the application, generally, of the regular Government accounting procedures, inspection by the GAO.

Senator SALTONSTALL. At this point, Mr. Chairman, may I ask this question also. You have shown this report of the Secretary of the Senate. Would it be possible to cover this situation by including the accounts for the Architect of the Capitol in, say, the report of the Secretary of the Senate?

Mr. HENLOCK. We could make a report, Senator. Of course, we have about 5,000 vouchers a year that are much more detailed, we believe, than those covering expenditures from the contingent fund. It would mean having additional employees to digest the information in voucher form, and then to have it compiled for publication.

We also make our payroll payments more frequently. It would mean greater compilation work. For instance, we pay most of our employees on a biweekly pay period basis. There are 26 pay periods a year. We also have construction personnel who are on a weekly payroll period basis. We do have some problems, we feel, that would make for more extensive paperwork than the Secretary of the Senate is faced with.

ANNUAL REPORT

Senator SALTONSTALL. What I had in mind was one report in the course of the year.

Mr. HENLOCK. It would be a rather voluminous report, Senator.

Senator SALTONSTALL. You wouldn't have to put in every weekly payroll. Some of the things you could summarize.

Mr. HENLOCK. Yes, sir; I see what you mean. We could compile a report at the end of the year, if that is what is desired, if we were allowed a reasonable amount of time after the close of the fiscal year in which to compile it.

It would, of course, mean some additional personnel would be necessary to perform this service.

Senator SALTONSTALL. Would you prefer such a system as that to what is in this bill?

Mr. HENLOCK. Yes, sir.

Mr. STEWART. With the bill, sir, we do not know what it is actually required of us or how far the requirements extend.

Mr. HENLOCK. If you leave section 105 in, we hope that you will at least make an interpretation of the word "expenditures" in the statute, so that we, the Comptroller General, the courts, and anyone else involved, will know exactly what Congress had in mind by the use of the word "expenditures" that would be made available—what papers, what documents.

Senator SALTONSTALL. Mr. Chairman, may I respectfully ask you, what were the suggestions of the Comptroller General when he was here? I wasn't able to attend that meeting, because of another meeting.

EXCERPTS FROM HEARING ON GAO AUDIT

Senator MONRONEY. The Comptroller said:

This question is of particular concern to the Architect of the Capitol. A good part of the Architect's funds are spent on construction and maintenance contracts, under which change orders and other claims normally develop, and the Architect is of the view, and we share that view, that section 105 as presently worded might be interpreted as allowing a contractor to have access to all files of the Architect, bearing on such change orders or claims, including change orders and claims in dispute.

This could have the effect of abetting claims against the Government in that the contractor would have accessible to him not only his own supporting information, but also all of the evidence developed and to be used by the Government in the negotiations and settlement of such change orders and claims.

This would certainly give the contractor an unwarranted advantage of the Government. Normally such information is made available to boards of contract appeals or under subpoena to a court.

The third question which arises is when do the records have to be made available to the public. Clearly, they would have to be made available within a reasonable time.

However, people differ as to what is reasonable. A quarterly disclosure might be sufficient. A longer period might seem unreasonable. The records presently being made by the Senate and the House of Representatives vary. Some are made quarterly and some are made annually.

We think it would be quite helpful if these questions could be clarified by either a language change in section 105 or a statement of intent in the committee report.

Then I said:

I think that what the committee is very interested in is to be absolutely certain that proper auditing functions of the accounts of the Congress are carried out by the Comptroller General or by some auditing functions.

I do not believe the intent of 105, as amended, was to unnecessarily embarrass the Government in disclosing items that would be helpful to people processing claims, or adjustments in contracts, or other items dealing with construction, but does your audit today have the Architect's accounts come forth with the full disclosure of all of the activities that he engages in?

Mr. KELLER. At the present time the vouchers of the Architect, and the contracts are sent to the General Accounting Office for audit. We perform a financial audit. Our audit does not go into the wisdom of the expenditures. It is directed to the legality and accuracies of the payments.

Mr. MONRONEY. All of the legal matters are fully checked and the same care in dealing with all accounts that would be given even to any other Government agencies is followed in your auditing of the Architect's account?

This, I think, is one of the things that people do not understand. They are thoroughly audited now as to the legality, accuracy, and the balances that are available. He certifies this.

Mr. Campbell says:

I think it is fair to say that the kind of audit that we make of the Architect's Office is somewhat similar to the financial audit which you would expect as between a stockholder group and a corporation. It isn't comparable to the kind of audit we make for the Government with respect to an industrial company where we go into not only the financial transactions, but also the performance under a contract.

So I think this is his attitude, that the ordinary audit is more, what they perform for the Government is not quite necessary.

NEED FOR FURTHER WORK ON EXPENDITURES

Senator SALTONSTALL. Is it your opinion that the Comptroller General thinks that the situation is pretty clearly covered now?

Senator MONRONEY. No, sir. It is clearly covered now as far as the financial aspects. Not as to the managerial, but this is, of course, in control of the building commissions, and the Congress itself, as to the wisdom or lack of wisdom of the public works and other functions.

If we choose to stay with this approach of 105, the Architect, I believe, could duplicate all vouchers, as they make them out, just make out an extra copy of a voucher that would be available for public disclosure.

Not incorporating the basic papers, but incorporating the amounts and to whom paid, and for what purpose paid. That could be done, could it not?

Mr. HENLOCK. Yes, Senator.

Senator MONRONEY. It would require perhaps one more office where these papers, these vouchers could be maintained?

Mr. HENLOCK. Yes, sir.

Senator MONRONEY. In other words, this would give the press or others seeking this information access to every voucher that is issued, and it could be available, perhaps, within 30 days of the closing month.

Mr. HENLOCK. Sixty days after the end of each quarter, would be more feasible, we believe, Senator.

Senator SALTONSTALL. Well, Mr. Chairman? May I ask this question to you, Mr. Stewart?

Why wouldn't the intent of the House be covered if you made either a quarterly or a semiannual report, similar to what you give to the Comptroller General? In other words, take the figures that you now give to the Comptroller General, and make them available to the public on a quarterly or a semiannual or an annual basis?

Mr. STEWART. That could be done.

Mr. ROOF. Senator, might I say something there? We do not give the General Accounting Office a report in the sense that you are speaking of.

FIGURES GIVEN GAO

Mr. STEWART. We give them the figures.

Mr. ROOF. We give them the vouchers.

Senator MONRONEY. They are sent down to the General Accounting Office.

Mr. ROOF. At the end of the month, we give them all the vouchers that the Treasury has paid for us during the month and they audit that package.

Senator SALTONSTALL. Why couldn't it be covered then if we actually give the General Accounting Office the duty of summarizing and putting in a readable form the vouchers that you send them on a quarterly or a semiannual basis?

Mr. ROOF. It would be fine with us.

Mr. HENLOCK. It certainly would.

Senator SALTONSTALL. Why wouldn't that cover the intent of the House?

Mr. HENLOCK. It would, so long as the language is clarified to say what you mean by "expenditures." We hope you will define that an expenditure will not go beyond the voucher itself. We

have in mind, Senator, that after all, a contractor, with his statutory rights, could undoubtedly go into court and challenge our action in not making all our supporting papers available to him, and the statute would stand on its face; and as we see it, that is one of the problems the language presents.

Senator SALTONSTALL. But forget that, supposing we drew new language to ask the Comptroller General to give an adequate report on a certain basis, say, a semiannual, which would probably be the best basis, publish as soon as he could after he analyzed your vouchers?

Mr. STEWART. That would be in the Controller General's report?

Senator SALTONSTALL. Yes, there would be so much for salaries—

Mr. STEWART. So much for general items of expenditure.

Senator SALTONSTALL. So much for maintenance, and so much for heating oil, and so forth.

Mr. HENLOCK. That would be perfectly acceptable to us, Senator.

Senator MONRONEY. And a verification of all the balances, the appropriations, the expenditures deducted, and the remaining balances all verified.

Senator BARTLETT. Mr. Chairman.

Senator MONRONEY. Yes, sir, Senator Bartlett.

NO EARLIER REQUESTS SIMILAR TO SECTION 105

Senator BARTLETT. Mr. Stewart, has there ever been in the law, language similar to or identical with section 105?

Mr. STEWART. To the best of my knowledge, no.

Mr. HENLOCK. No, sir.

Senator MONRONEY. Well, has there been in the past a demand for something on this order?

Mr. STEWART. Not that I know of, Senator.

Senator BARTLETT. Do you know why it is proposed now? Is it felt, according to any information that has reached you, that the public doesn't have access to the information it should, or that something is wrong?

Mr. STEWART. I do not know, sir. I was on the floor of the House at the time that the vote was taken, and I was unable to determine then even from some of the leaders in there just what was the exact motivation, at least with respect to public access to records of the legislative branch.

Senator BARTLETT. Well, I am a little curious. I know nothing about this. I am curious for several reasons. One of them is that in your statement to the committee a few minutes ago, you quoted Mr. Steed of Oklahoma.

Mr. STEWART. Yes, sir.

Senator BARTLETT. Who, as I understand it, is chairman of the House committee.

Mr. STEWART. Yes, sir.

HISTORY OF SECTION 105

Senator BARTLETT. Now, was this matter considered by the subcommittee, approved by the subcommittee?

Mr. STEWART. No, sir.

Senator BARTLETT. What happened, then?

Mr. STEWART. It was an amendment written and adopted on the floor. At the time of the reading of the bill it was defeated by a teller vote. But at the time for final passage, on a vote to recommit, the amendment was adopted without debate as to its merits or meaning.

Senator BARTLETT. No explanation was given even when this amendment was added on the floor of the House as to why it was desired?

Mr. STEWART. There was very little discussion on section 105, except for Mr. Steed's remarks. There was some discussion on on-site audits by the General Accounting Office, but not on public inspections, and how they would work.

Senator MONRONEY. Would the Senator yield there?

Senator BARTLETT. Yes.

Senator MONRONEY. I think it should be noted that my understanding is that another amendment to subject the Architect of the Capitol to the regular auditing functions, the Government auditing functions of the General Accounting Office, was offered, and because it was legislation on an appropriation bill, Mr. Steed made a point of order against it.

Senator BARTLETT. This was on the floor.

Senator MONRONEY. The floor. Then Mr. Bolton, as I understand it, wrote the amendment, the present 105, handwritten, and sent the amendment up, and it was discussed, I believe, under the 5-minute rule.

Mr. HENLOCK. The only enlightening discussion as to the meaning of section 105 is what you see in our letter, quoting from Mr. Steed's remarks.

Senator BARTLETT. Mr. Steed's remarks?

Mr. HENLOCK. Yes; that is about all there was of any substance.

Senator BARTLETT. Those who supported the amendment said nothing?

Mr. HENLOCK. Very little. Most of the discussion centered on the on-site audit amendment and the desirability of the General Accounting Office making on-site audits—but not on section 105 or an analysis of its language.

Senator BARTLETT. And you don't know, to this moment, what those who support the amendment have in mind as to its intent?

Mr. STEWART. I hesitate to say, because, after all, section 105 applies not only to the Architect of the Capitol, but also to all committees of the House and Senate.

ARCHITECT'S EXPENDITURES ON OPEN BIDDING

Mr. HENLOCK. Senator, might we point out another thing that we do? Virtually every cent that the Architect of the Capitol spends, outside of payrolls, by law has to be spent by open, competitive bidding. That means, therefore, that everything has to be advertised, has to, in effect, be aired to the public by way of plans and specifications.

The bids are formally opened and received; the abstracts and all other pertinent information are filed with the Comptroller General, and as indicated before, with the major projects, the result of that bidding is screened by commissions or committees of Congress under whom the projects are carried forward, and awards of contracts are approved in writing by the chairman of the commission before we

proceed with an award. So there is that added safeguard to our operations.

INFORMATION NOT AVAILABLE TO PUBLIC

Senator BARTLETT. When a contract is let, let us say, by the Department of the Interior, would the information which would be made available by section 105 be available to the public in the case of the Department of the Interior, under existing procedures?

Mr. HENLOCK. To the best of our knowledge, no, Senator. When we conferred with the Comptroller General, it was his informal opinion at the time, as far as we could ascertain, that such information as we feel would be required to be made available by us is not made available or required to be made available by the executive departments.

Senator BARTLETT. On the ground, as I understood you to say, that the Government interest might be harmed?

Mr. HENLOCK. Yes, sir, because we would disclose our case against a contractor. As we see it, it abets a claim against the Government in such instances.

Senator BARTLETT. Thank you.

Mr. HENLOCK. We have some other situations that might arise. They are not current at the moment, but we might mention them. For instance, we have recently completed the acquisition of considerable property for the Government, some under House projects and some under Senate projects.

In acquiring those properties we first had confidential appraisals made jointly for us and the Attorney General. The Attorney General's Office position is that such appraisals should not be made public, because the appraisals serve as the confidential basis on which the Government handles its case in negotiating the land acquisitions with private property owners; and yet as we see it, this language might be broad enough, since the appraisals are a part of the expenditure, or an instrument that goes to make up the expenditure, that they would have to be made available to property owners in such cases.

Senator SALTONSTALL. Mr. Chairman.

Senator MONRONEY. Yes.

PROPOSED REDRAFT OF SECTION 105

Senator SALTONSTALL. I would like to try this out on these gentlemen, and perhaps on the members of the committee present. Supposing we draw up section 105 somewhat in the following? "Semi-annually, the Architect of the Capitol shall make to the Congress a report which shall be printed as a separate document in a form approved by the Comptroller General, of the expenditures of his Office, compiled from the vouchers submitted to the Comptroller General for his financial audit."

Now, if the substance of that could be put in the proper form by the legislative counsel, how would that appeal to you, Mr. Stewart?

Mr. STEWART. I am perfectly willing to do whatever the Congress wants me to do.

Senator SALTONSTALL. Don't say that. That doesn't help us. Do you approve? Would that be a helpful way, a practical way of accomplishing what is in the substance of this section 105?

Mr. HENLOCK. We feel that it would be.

Senator SALTONSTALL. You gentlemen feel that that would be practical?

Mr. HENLOCK. Yes, Senator.

Mr. STEWART. But whether some other group in the Congress might think it would be, I do not know, but as far as we are concerned, it is satisfactory.

Senator SALTONSTALL. I am not concerned with that. It is how you feel.

Mr. STEWART. I am only here for some clarification, asking that you give me some lines to guide me as to what the Congress wants me to do.

REQUEST FOR PROPONENTS OF SECTION

Senator BARTLETT. Mr. Chairman, it seems to me the committee, no matter what it does will be groping in the dark unless it hears, somehow or other, from the proponents of this section. Why do they consider it essential? Why did they seek successfully to add it to the bill? I think we know too little about that side of it.

Senator MONRONEY. This, however, includes the Congress itself, you see. In its application, therefore, it is not a matter limited to the House, in its entirety, as it would be if it dealt with House expenditures independent of Senate expenditures. They both run the Architect's Office.

Senator BARTLETT. I know, but we have had no testimony from anyone as to why this language is desirable.

Senator MONRONEY. Would you like to invite the author on the House side?

Senator BARTLETT. I think it would be very helpful. There must be some reason or reasons.

Mr. HENLOCK. Senator, the only thing we know definitely is the fact that an "on site" audit authorization was first introduced in the form of a bill in the House, covering our accounts. That bill has not been acted on by the House Government Operations Committee and its substance was subsequently introduced as an amendment on the floor to the legislative appropriation bill, but was thrown out on a point of order. Mr. Bolton addressed his remarks on the floor to the "on site" audit amendment, but did not make an analysis of section 105.

Section 105, as we understand, was a substitute proposal, since the author of the "on site" audit amendment could not get favorable action on either his bill or original amendment.

PRESENT REPORTING OF SENATE EXPENDITURES

Senator SALTONSTALL. Mr. Chairman, may I ask this question? It is my understanding from the clerk of the committee, Mr. Scott, that expenditures of all committees of the Congress are reported in documents by the Secretary of the Senate, and the Clerk of the House, so that the House has that, so that all really that we need to cover, in addition, is if they want to make public the expenditures of the Architect of the Capitol.

It would seem to me, most respectfully, Mr. Chairman, that it could be done somewhat in some language similar to what I have drafted.

Mr. STEWART. It might strengthen your amendment to require that the publication be in a form approved by the Comptroller General.

Senator SALTONSTALL. What we really need—

Senator MONRONEY. In a form approved by the Comptroller General of the expenditures of the Architect's Office.

Senator SALTONSTALL. Yes, of the vouchers submitted to him, so that you wouldn't have every Tom, Dick, and Harry's salary on the weekly payroll going in.

Mr. STEWART. That is right. Otherwise, I would visualize chaos.

Senator MONRONEY. Your payroll changes very radically, doesn't it?

Mr. STEWART. Yes, sir.

Senator MONRONEY. Many people on for 2 or 3 months, and then off. Is that correct?

Mr. STEWART. Yes, sir.

Senator MONRONEY. And you could, though, in some annual, list all of your employees, could you not, and salaries which they are on for the most recent month?

Mr. HENLOCK. It could be done semiannually or it could be done annually. Naturally, I believe the annual method would be the more convenient for us, but it could be done semiannually.

Senator MONRONEY. In other words, efforts have been made in the past to open the records of the Congress, and of course Congress has been perfectly willing to do that, as we can in the published reports.

A large number of press people coming in at one time would make it a difficult matter to conduct the business, to pull records for everyone that might wish to see them. This is why these verified vouchers that go to the Controller General and the checks that are made as to all the funds, are made by the Controller General, but the publication list of all Senate employees, all committee employees, are carried now in the quarterly report made and published as a Senate document.

REQUEST FOR LANGUAGE

Senator SALTONSTALL. Mr. Chairman, would it be helpful in order to make progress on this matter to ask the clerk of our committee to get language along those lines put in proper form, for our consideration in executive session?

Senator MONRONEY. Yes, sir; I think this would be very good. Don't you?

Senator BARTLETT. Yes, surely. But I still want to hear more about this other side.

May I ask a question there?

Senator MONRONEY. Yes, sir.

Senator BARTLETT. Did you say, Mr. Stewart, that no proposal such as this has ever been made before?

Mr. STEWART. Not to my recollection.

Senator BARTLETT. And you haven't heard of any public or private demand for it before this amendment was added?

Mr. STEWART. No, sir.

Senator BARTLETT. Thank you.

Senator MONRONEY. It was put in by a rollcall vote on a motion to recommit, I believe.

Mr. STEWART. Yes, sir.

Senator BARTLETT. How long has the Office of the Architect of the Capitol been in existence?

Mr. HENLOCK. Since 1793.

Senator BARTLETT. 1793.

Mr. HENLOCK. That was when the first Architect of the Capitol was appointed. There have been eight Architects, in all.

Senator BARTLETT. Have you had any complaints about lack of disclosure?

Mr. HENLOCK. No, sir.

Senator MONRONEY. Are you ready to move on?

Senator SALTONSTALL. I am through here. I make that as a recommendation, Mr. Chairman.

Senator MONRONEY. We will have that put in proper legislative drafting language, and consider it in executive session.

You also said, however, that if we didn't go this route, that you could make duplicate vouchers of all expenditures.

Mr. HENLOCK. That is correct, Senator.

Senator MONRONEY. And in this case, these records themselves and duplicates could be made available to any of the public that would care to see them, thus complying fully with that. The background papers and all of the voluminous records would not necessarily be a part of it.

Mr. HENLOCK. Yes, sir.

Senator MONRONEY. As I read this, I think that that is all that is required by the amendment.

Senator SALTONSTALL. I think that is all that is needed.

Senator MONRONEY. The expenditures would be the evidence of the payout of Government funds.

Senator SALTONSTALL. That is right.

Senator MONRONEY. And the voucher would be that evidence, if the purpose was clearly stated on the voucher. I don't think it would have to be itemized as to how many cans of paint or things of that kind.

Then, if you put out that voucher, if there was any question about it, you could on that item look up and supply the basic information as to how many or what quantity of the order was involved.

Mr. HENLOCK. Yes, sir, as we indicated, if we followed that procedure, the Comptroller General agreed with us that if you saw fit to clarify what "expenditure" meant in that case, you would protect him and protect us, too, since the General Accounting Office will have to police the act.

RESTORATION OF OLD SENATE CHAMBER AND OLD SUPREME COURT CHAMBER

Senator MONRONEY. All right, sir. I would like to take up, if the committee is agreeable, this matter: What is the status of the planning for the restoration of the old Senate Chamber and the old Supreme Court Chamber in the Capitol?

Mr. STEWART. The Legislative Branch Appropriation Act for fiscal year 1964, approved on December 30, 1963, provided funds in the amount of \$37,500 for the preparation of working drawings, specifications, and estimates of cost for the restoration of the old Senate and Supreme Court Chambers.

On March 6, 1964, the Architect of the Capitol entered into a contract with Associate Architects for the preparation of these documents.

Also, on March 9, 1964, the Architect of the Capitol secured the services of Mr. Robert J. Colborn, historian, on a reimbursable basis from the National Park Service to carry on research, including the search of the records at the National Archives, covering the period of 1807-60, concerning these chambers.

In preparing the material for the hearings before your subcommittee during the 87th Congress, with relation to presenting our preliminary report on this subject, we based our work on the then completed research of our files and records as well as some research at the Library of Congress.

RESEARCH IN NATIONAL ARCHIVES

Due to the lack of funds or personnel, we were unable to search the records at the National Archives until the \$37,500 was appropriated to carry this project forward. This research work has now progressed to the point where we expect it will be completed in about 1 month.

In the meantime, the Associate Architects have obtained field information regarding the existing conditions in these chambers and have prepared drawings of these spaces accordingly. In carrying on their work, they have striven to accumulate data relating to the evolution of these spaces based on physical evidence. The working drawings are being roughed out, but full progress is being delayed somewhat awaiting the completion of the additional research.

It was anticipated at the time of the award of the above-noted agreements that it would require approximately 6 months from the time of the award of contract to the Associate Architects to prepare the necessary documents. Hence we expect to complete the drawings, specifications, and estimates this fall.

Mr. Campioli, my assistant, who has worked very closely and diligently on this, would probably be able to answer any further questions in relation to what has been found, and what the status is now. He has the drawings and other information here.

STATUS OF WORK

Senator MONRONEY. Yes, sir. How near completed on your research are you?

Mr. CAMPIOLI. We have about 1 month to go.

Senator MONRONEY. One more month?

Mr. CAMPIOLI. Yes.

Senator MONRONEY. Would that be all you would need, then, to prepare detailed plans for the restoration?

Mr. CAMPIOLI. We believe at the end of that period that we will have exhausted all known and major sources of research. Now, this doesn't rule out, of course, discovering in the future some bit of information that would be helpful, but with our own files having been searched, and those of the Library of Congress, and now those of the Archives, we believe we will have exhausted the major sources of research.

Senator MONRONEY. You would not be ready at this time for any further appropriations, looking forward to the putting into work of this restoration?

Mr. CAMPIOLI. No, sir.

Senator MONRONEY. It would require detailed planning and estimates.

Mr. CAMPIOLI. Yes.

Senator MONRONEY. So it will not be a recurring item in this year's budget.

Mr. CAMPIOLI. No, sir.

AVAILABILITY OF FUNDS

Senator SALTONSTALL. Mr. Chairman. Have you got enough money in the \$37,500 to finish the job?

Mr. CAMPIOLI. Just to take us through the completion of the working drawings and specifications and the preparation of the estimates. We might have a slight overrun because of the historians' work but, with Senator Hayden's approval, we can absorb this small amount from our contingent expenses fund.

Senator MONRONEY. Do you have money to go forward with the planning?

Mr. STEWART. Yes, that is right.

Mr. CAMPIOLI. Yes.

Senator SALTONSTALL. The only comment I would have, Mr. Chairman, most respectfully, would be to have us put in our report just the language that we have questioned the Architect of the Capitol on this subject, and believe that by next year, by the next session, they will have estimates on which we can move forward.

Mr. STEWART. We would be in a position to present our estimates, plans, and specifications ready by then, I am sure.

Senator SALTONSTALL. May I ask one more question, Mr. Chairman?

Mr. Justice Frankfurter is ill, and has to stay in his apartment. I would be reasonably confident that he is going to be very much interested in this subject. Now, I don't know how you could get to see him, and to discuss this with him. Possibly Mr. Acheson or some close friend of his, or if you had some plans, perhaps I could take them up and show him someday.

I know he is very interested, and he would be very well informed on this—perhaps as well informed on this subject as anybody.

Mr. CAMPIOLI. I see. Well, to date, the only information we have to show is what was published in one of our previous hearings in 1963 where we have indicated what we believed as of that moment was the appearance of this Chamber of the Senate and the Supreme Court Chamber as they were last used in 1859 and 1860.

Now, since that time, we have taken measurements of the two chambers, we have recorded them on drawings, so we have a record of the existing conditions which we did not have before, but we have not progressed very far with the development of the working drawings pending the completion of the research.

Mr. STEWART. We will be very happy, Senator Saltonstall, at the time that we are near completion, to get the benefit of Justice Frankfurter's opinions.

ADDITIONAL ROOMS IN CAPITOL

SENATOR MONRONEY. Another item, I notice in the House report on page 10 that \$160,000 has been requested by the House at the request of the Speaker to construct additional working and office space in the old interior light and air shaft in the House side of the west central section of the building.

Please tell the committee about this and what your plans are to give additional space to the attending physician of the Capitol.

You remember we had in the conference committee, last year, a rather heated session about the cramped and unsatisfactory space that the attending physician has for the examination and treatment of the 435 Members of the House and the 100 Members of the Senate, including their staff members.

SENATOR BARTLETT. Very unsuitable.

HOUSE AMOUNT FOR ADDITIONAL ROOMS

MR. STEWART. Included in the 1965 appropriation for the Capitol Building, as passed by the House, is a request from the Speaker of the House for \$160,000 to provide for the construction of rooms in the small interior light and air shaft, located on the House side in the central section of the Capitol.

The shaft in which it is proposed to construct these rooms originally supplied light and air to nine rooms with windows opening onto the shaft, but is no longer required for such purpose, now that the rooms are air conditioned and properly lighted with artificial illumination.

As a matter of fact, its usefulness as a source of light actually ceased in 1865 with the construction of the present cast-iron dome and its iron skirt extending over the clear area of the shaft; and its usefulness as a source of air ceased in 1937 with the air conditioning of the Capitol.

This is the shaft faced by windows of two rooms on the basement floor, occupied by Congressional Directory personnel and staff members of the Foreign Affairs Committee; of two rooms on the first floor occupied by Doctor Calver's office; of two rooms on the second floor occupied by the Prayer Room and office room; of two office rooms on the third floor; and one room on the attic floor occupied by files of the Architect of the Capitol.

WORK UNDER PROPOSED ESTIMATE

Under the estimate of \$160,000, it is proposed to install structural steel framing in the shaft; to install concrete floor slabs supported by the steel members; to cover the concrete floors either with resilient tile or carpet; to partition the areas formed by such construction into rooms by installation of lightweight masonry partitions; to construct an additional mezzanine floor level between the first and second floors; to cover the enclosure with a sheet copper roof laid over precast concrete planks supported by fireproofed steel.

It is further proposed that the interior finishes on the first, second, and third floors consist of plaster walls and hung acoustical plaster ceilings; that the rooms be provided with clocks and legislative call system, where necessary.

The existing shaft walls will be furred with metal channels, metal lath and plaster, where necessary, to allow for the installation of

conduits for electric wiring to base receptacles, switches, ceiling lights, and other fixtures.

The rooms will be provided with 50 foot-candle lighting and will be air conditioned. Most of the existing windows facing the shaft will be left undisturbed and will be blanked off on the shaft side with plastered block walls.

It is anticipated that, from the time funds become available, it will require 1 year to complete all work to be done—which includes the preparation of working drawings, specifications, obtaining bids, award of contract, and the actual construction work itself.

LISTING OF ROOMS PROVIDED

Under the plans proposed, the following additional rooms would be provided: Basement floor—A storage room, containing 400 square feet of storage space, with access to the existing doorway to the present shaft. Inasmuch as the only access to the existing elevator machine room in this shaft will be through the storage room, it is proposed that this space be for use of the Architect of the Capitol.

First floor—3 small rooms, each approximately 9 by 11 feet, for use of the Capitol Physician; a lavatory; a small storage room; and a stair leading to a mezzanine floor level which would provide two additional rooms, lavatory, and storage room for the Capitol Physician.

Second floor—Either two rooms, each approximately 13 by 18 feet in size, or one large room, approximately 18 by 28 feet, with lavatory.

Third (gallery) floor—Either two rooms, each approximately 13 feet by 18 feet in size, or one large room, approximately 18 feet by 28 feet, with lavatory.

Attic floor—Storage and mechanical equipment space.

SIZE OF ROOMS

Senator MONRONEY. This \$160,000, then, would build three stories of approximately 13 by 18? Is that the size of this?

Mr. STEWART. Well, the space is approximately 18 by 28.

Senator MONRONEY. Three or four stories. One basement?

Mr. STEWART. Four stories: Basement, first, second, third and attic.

Senator MONRONEY. Isn't that a little bit low on your estimate of what that would cost, by the time you get all that concrete and steel and material moved into the Capitol?

Mr. CAMPIOLI. Mr. Chairman, we made an estimate of the shaft for the House side, by trades, and we believe the money would be sufficient to do the work.

Senator MONRONEY. The only actual need for it at the present time is for the additional space for the attending physician of the Capitol. Is that correct?

Mr. STEWART. That is what initiated the plan, but it would also provide prime space on other floors for use of the House.

Senator MONRONEY. It seems to me that the three 9- by 11-foot rooms added is not going to relieve the doctor's situation entirely.

Mr. HENLOCK. There will be five. Two on the mezzanine floor and three on the first floor. There will be five for the Capitol Physician.

Senator BARTLETT. Will you repeat that?

Mr. HENLOCK. There will be five for the Capitol Physician, three on the first floor, and then two on the mezzanine floor. Five rooms in all.

Senator MONRONEY. Yes, but as I understand from the physician, that is intended to take care of corpsmen who have to stay on all night duty, or late night duty.

Mr. CAMPIOLI. Yes, the two upper floors.

Senator MONRONEY. And what we are talking about, and I think the conference was interested in, was adequate space, that would be far more roomy than this. What you are proposing here could be accomplished, undoubtedly, in the movement of some of the facilities that are now occupying the House or the Senate side of the Capitol.

DEMAND FOR SPACE FOR PHYSICIAN

Senator BARTLETT. Certainly in my memory of the conversation which went on in the conference, there was rather an insistent demand there that at long last, space be provided for the Capitol Physician, so that the service which they are equipped to give could really be provided.

We all know that now it can't be done, because the rooms are grossly inadequate in size. We all know that when one goes to see the doctor, he goes in a little room and the curtain is drawn, and no real personal examination can be made under these circumstances. I think the conference members desired that the plans give them the kind of space they needed.

I was wondering if that was brought to your attention?

Mr. STEWART. Yes, it has been, and as far as space that exists at the present time is concerned, I don't know of 1 square foot on the Senate or House side to which you could expand, except these air shafts.

Senator SALTONSTALL. Well, Mr. Chairman, Mr. Stewart, I just whispered to the chairman, we have no space in the Senate that we don't use, that really, we could sacrifice for some other use. The House is going to have this new office building very shortly. Why wouldn't it be possible, we will say, to have the doctor divide his offices into two, have one over in the Senate building side, and one over in the House side?

Mr. STEWART. That would be a matter for Dr. Calver to comment on. I am perfectly willing to cooperate but that is his responsibility, as you appreciate.

Senator SALTONSTALL. As the chairman has said and as Senator Bartlett has said, you would pay out \$160,000 and you get very little space for it, wouldn't you?

Senator BARTLETT. So far as the physician is concerned.

FACILITIES FOR PHYSICIAN'S ROOMS

Senator MONRONEY. The physician's working space will be increased by only these three rooms, 9 by 11 feet, and this will not give very much more space for the receiving room or the pharmaceuticals and other things that are jammed into this one small space at this time.

Senator SALTONSTALL. The criticism I would have of that is I don't know how your piping system is over there, but here you

have got three new lavatories, and have you figured out where the piping could come from?

Mr. STEWART. Yes; that has all been included.

Senator SALTONSTALL. But you have got to put in an awful lot of new piping, haven't you?

Mr. CAMPIOLI. Just within the shaft. With risers within the new construction, it wouldn't tear up the old portion of the building to any great extent.

Senator SALTONSTALL. I would be curious as to why you need three new ones.

Mr. CAMPIOLI. Three new lavatories?

Mr. STEWART. That was at the request of Dr. Calver.

Mr. CAMPIOLI. Dr. Calver indicated he wished to have a lavatory in each of the three examination rooms.

Senator BARTLETT. What would be on the mezzanine floor?

Senator MONRONEY. Corpsmen, as I understand it, are supposed to be there.

Mr. STEWART. If you recall, Senator Bartlett, the ceiling height on the first floor is high, there is plenty of headroom, and it lends itself to putting a mezzanine up there, and Dr. Calver thought if he had this sort of space, it would take care of some corpsmen who were there on night duty, or he might even have room up there for a patient to rest.

Senator BARTLETT. It seems to me there would be no insurmountable problems in the provision of two offices for the doctor. The suggestion made by Senator Saltonstall should be inquired into.

Senator MONRONEY. Or, if the House would be willing for us to make space available over on the Senate side of the Capitol?

Senator SALTONSTALL. Yes; but they wouldn't stand for that.

Mr. STEWART. I am not sure you could obtain comparable space on the Senate side of the Capitol.

REQUEST FOR SPACE INVENTORY

Senator MONRONEY. I wish you would make a list or inventory of this space, particularly on the first floor, and who is occupying it, whether it is joint committees or various other groups, that could be transferred to the new Rayburn Building, or to the Senate Office Building.

Mr. STEWART. In the Senate, it is the Rules Committee.

Senator MONRONEY. The distinguished chairman of the Appropriations Committee, and a member of the Rules Committee, and the President pro tem of the Senate, is here.

Senator, we are talking about trying to get some more space for the attending physician's office, and there is \$160,000 put in the bill to fill up the present air shaft.

Senator HAYDEN. Yes.

Senator MONRONEY. That is on the House side of the old part of the Capitol. It will cost \$160,000, and will provide for the attending physician three small rooms, approximately 9 by 11 feet. Most of the committee members were of the opinion that this is not enough space to adequately reequip and remodel and modernize the physician's office.

Senator HAYDEN. Well, don't they need air over in the House, anyhow?

Mr. STEWART. The need for the air and light has been practically nil for many years, as far as the shaft is concerned, but may I add something, Mr. Chairman?

Senator BARTLETT. Before you do, may I interrupt, Mr. Stewart, to say that the chairman's interest in all this is bound to be academic rather than personal, because he doesn't ever need the service of a physician himself.

Senator SALTONSTALL. And hasn't.

Senator BARTLETT. And hasn't.

Senator SALTONSTALL. Since 1912.

Mr. STEWART. Mr. Chairman, may I add to your statement that the space, the room space on the second and third floors above the doctor's office are very much desired by the Speaker of the House for the use of the House, so it is not only confined to just what the physician's requirements are.

Senator HAYDEN. Well, would they be much more than store rooms?

Mr. STEWART. The rooms on the first, second, and third floors would be fine space.

Mr. CAMPIOLI. There would be storerooms just in the attic and basement.

QUESTION OF MOVING ARCHITECT'S OFFICE

Senator SALTONSTALL. Mr. Chairman, may I ask a very radical question?

Senator MONRONEY. Yes, sir.

Senator SALTONSTALL. Mr. Stewart, don't jump out of your chair. Suppose we put Dr. Calver's office over where the Architect of the Capitol's office is, giving him all that space, and move you into two offices, one in the House side and one in the Senate side, or move you into one of the new office buildings?

Mr. STEWART. Senator, if you divided my office, I don't think—would you take this off the record.

(Brief discussion off the record.)

Senator SALTONSTALL. Well, suppose we didn't divide it and put it over in one of the new buildings, this building or the House Office Building, because not many Members of the House or Senate need to go into your office all the time.

Why couldn't you do that, and give the office to the doctor, so that the doctor's offices would be available for the House and Senate equally in the Capitol itself, but your administrative offices would be in one of the office buildings?

Put you all together, but move you into one of these new buildings, which are beautiful buildings? I would just as leave run over to this new Rayburn Building to see you, if I had to.

Mr. STEWART. Well, this is a question that sort of startles me, in a way, because I wouldn't know how to operate on that basis. We serve both Houses, as you know.

Mr. HENLOCK. Senator, in 1876, Congress passed a law requiring that the Office of the Architect of the Capitol be in the Capitol Building. Congress at that time, even then, found it necessary that the Architect's central staff be in the Capitol Building. Of course, we have more than one or two rooms—space on both the Senate and House sides.

RULES COMMITTEE JURISDICTION

Senator MONRONEY. All the assignment of the Senate side of the Capitol is under the Rules Committee's jurisdiction, is it not, Mr. Chairman?

Senator HAYDEN. Yes.

Senator MONRONEY. I think it might be wise to ask the Rules Committee's advice on what the space situation is, to see if we could avoid the expenditure of \$160,000 for what seems to me to be unsatisfactory additions.

Senator HAYDEN. Mr. Chairman, this is in the House side of the Capitol.

Senator MONRONEY. Yes.

Senator HAYDEN. The Rules Committee doesn't have any jurisdiction over there.

Senator MONRONEY. But the House side and the Senate side are run together there, at the stairway.

Senator HAYDEN. Oh.

Senator MONRONEY. You see, and it wouldn't really matter, I think, in the central part of the Capitol, whether it was Senate or House space, if room could be found to properly equip the physician's office.

Senator HAYDEN. Well, as far as running a dividing line through the Capitol, is it in the House side or the Senate side?

Mr. STEWART. This is on the House side.

Senator HAYDEN. Altogether?

Mr. STEWART. Yes, on the House side. This is an item requested by the Speaker.

Senator HAYDEN. Well, then, that is kind of House business, it seems to me.

Senator MONRONEY. Well, I thought the central part of the Capitol was under the joint jurisdiction of the two bodies.

Mr. HENLOCK. No, sir; in 1900 a statute was passed that, in effect, drew a line through the center of the building, and placed everything south of that line under the Speaker of the House, and everything north of the line under the Rules Committee of the Senate.

Senator SALTONSTALL. But the House objected very strenuously and held up for at least 1 year doing anything to the old Supreme Court room, which is on the Senate side, and therefore, we are not out of order in saying something about the doctor's offices, which are on the House side. What do you say to that, Mr. Stewart?

Mr. STEWART. Well, Senator, that was a matter between the Senate and House.

Senator MONRONEY. I think we would be very wise to at least survey the Rules Committee, to see what committees might have room, or whether any space can be made available for a better solution of the question of this construction than this filling up this air well.

In other words, you are talking now and making studies for the physical condition of the west front of the Capitol, and if it should be decided, that we have to rebuild that west front, to shore up the foundations, and to expand the area in that part of the Capitol, then certainly we could provide space for the physician's room in that expansion.

Senator SALTONSTALL. Mr. Chairman, I move that if it is in order, that the chairman of our subcommittee, Senator Monroney, be author-

ized before we meet in executive session on this bill, to consult with the Rules Committee of the Senate, and if possible, with those Members of the House he deems advisable, on this subject.

Senator BARTLETT. I second.

Senator MONRONEY. Without objection, we will consult to see if there is any space. Also, I might—would that be agreeable?—confer with the House Legislative Appropriations Committee, to see if they have a better solution to it.

Senator SALTONSTALL. Certainly. And I think there is a real possibility, Mr. Stewart, of the doctor taking over all your offices on that end down there, and moving you into efficient offices—

Mr. STEWART. Senator, I have to plead guilty. I have been in there now, this is my 10th year, and I haven't paid my rent yet, so I can be evicted.

Senator SALTONSTALL. Well, maybe we ought to move you out. [Laughter.]

SENATE RESTAURANTS

Senator MONRONEY. Another item. Is the man that runs the cafeterias and restaurants here?

The Senate restaurants, the estimate for this year is in the amount of \$90,000 to take care of the current deficit. This is the same amount as contained in the appropriations bill for the current year. As I understood it, when we passed the \$90,000 last year, we directed you to raise the prices of the cafeteria and the other restaurants and to take other means to cut down this deficit, eliminate it, if possible.

Mr. ROOF. Yes; with Senator Byrd's assistance and approval as chairman of the Restaurants Subcommittee, we did raise prices near the end of July, last year. It is very difficult to figure exactly what effect that had on the deficit or the saving, but from the figures we were able to obtain, we assume that it has had an effect to an extent of perhaps \$20,000 or \$25,000—that we would be asking that much more, had we not raised the prices.

Now, the other item approved by the Restaurant Subcommittee to effecting savings was the closing of all Capitol facilities during October and November and December 1963 and, of course, that was not possible because the Senate was in session, so that means of effecting savings was nullified.

BASIS OF ESTIMATES

Our estimate for fiscal year 1965 is based on the hope that we will be able to close the main Capitol facilities in October, November, and December, 1964, and perhaps save that \$25,000. Our \$90,000 estimate for 1965 is predicated on that basis.

Senator MONRONEY. Now, do you have the loss figure separate for the main dining room?

PROFITS FROM VARIOUS RESTAURANTS

Mr. ROOF. Yes, sir; on page 4 of the justifications you will find a breakdown, showing the gross sales and also the profits by units.

Senator MONRONEY. In other words, the Capitol dining rooms, in the Capitol, for fiscal year 1963, counting the increased pay costs, showed a deficit loss of \$124,591.

The snack bar in the Capitol, that is in the basement, I presume.

Mr. ROOF. Yes, sir.

Senator MONRONEY. Showed a profit of \$2,837.

Mr. ROOF. Yes.

Senator MONRONEY. Coffee shop in the Old Senate Office Building showed a profit of \$13,054. The cafeteria in the New Senate Office Building showed a loss of \$26,718. The Senators' dining room in the New Senate Office Building and special luncheon room showed a profit of \$7,314; carryout service in the New Senate Office Building showed a profit of \$18,328.

Your total loss on operations, deducting those that operated at a profit and those that did not, was \$109,776, on a total gross sales of \$869,341.

Now the \$90,000 that is being asked for is to make up for the deficit that is existing today in the funds of all the restaurants. Is that correct?

Mr. ROOF. The \$90,000 is the amount we hope will be sufficient for next year.

Senator MONRONEY. I see, \$90,000 and this year's appropriation should bring you out even?

PROVISION FOR CURRENT DEFICIT

Mr. ROOF. No, sir. You provided \$90,000 in the regular appropriation act for the current year's deficit but you will recall that we had to go to the Rules Committee and obtain an additional \$36,300 by Senate resolution back in April in order to meet our payrolls. This overage was due primarily to the Senate staying in session practically all of 1963. We were unable to save the \$25,000 that we had anticipated from closing the facilities I mentioned for 3 months and we experienced other increased costs due to this long session. So we actually have this year now on the books appropriations totaling \$126,300. And we expect to be able to operate within that fund and that next year, if the Senate does adjourn early, we hope to operate within the \$90,000 that is in the bill or in the budget for fiscal year 1965.

Senator MONRONEY. The money that you want in this year's budget to make up the deficit in fiscal 1965 would be \$90,000. Is that correct?

Mr. ROOF. That is correct.

Senator MONRONEY. Did Senator Byrd, chairman of the Restaurant Committee of Rules, recommend this amount?

Mr. ROOF. I believe he did, sir. You will recall that he worked closely with your committee and our office in reducing the request to \$90,000 last year.

Senator MONRONEY. Has it been approved for this year?

Mr. ROOF. Normally we do not obtain formal approval from him when the same amount is repeated, as in this case, but we sent Chairman Byrd a copy of the budget request, prepared last September, and he is aware of the amount.

QUESTION OF REDUCING DEFICIT

Senator MONRONEY. Well, isn't there any way that you can consider means of operations that would reduce this continuing deficit?

Mr. ROOF. I don't believe so, Senator.

Senator MONRONEY. The prices out here are certainly as high if not higher than they are downtown and in other places, and the food is not of any quality that is superior to ordinary cafeteria services and others.

Senator BARTLETT. Your whole trouble is, is it not, the fact that you serve one meal a day?

Mr. ROOF. That is right. We have no regular dinner service, and that is where the restaurant industry makes its money. We have a breakfast service on which we lose money; we have a luncheon service on which we lose money, and the actual work of the Senate, the schedule of the Senate is the real key here to this loss, and I am referring particularly to the fluctuation in the service required and the volume of business.

You can't operate that restaurant, no matter who operates it, at a profit. To the best of my knowledge, it has never been operated at a profit. It is a very difficult situation to try to cover. All you have to do is go down there some day and look in the large dining room, say, as I did at 12:30 the other day, when I was looking for one of the Senators. There weren't nine patrons in there at 12:30 in the day. On other days at that time you might find it crowded at the same hour. There is no way to regulate or anticipate the demand for service.

Senator BARTLETT. And, of course, at breakfast over in the Capitol in the big room, at the most, there will be four or five there, and yet you have to have a crew, and you have to have your kitchen downstairs.

Mr. ROOF. That is right. So Senator Monroney, I would say it is almost impossible to reduce this deficit, and it is going to increase, if the Congress passes the pay bill this year. These people are all Senate employees and they will be entitled to the benefits of the pay raise.

WAGES OF WAITERS

Senator BARTLETT. What does a waiter get?

Mr. GEARY. The waiters make 95 cents an hour.

Senator BARTLETT. What would they make if they worked downtown?

Mr. GEARY. A little less than that, probably. The waiter is probably the best paid employee in our restaurant operation, comparatively speaking.

Senator BARTLETT. Does that comply with the minimum wage laws?

Mr. GEARY. The minimum wage laws, Senator, do not apply to restaurant operations, normally, because of the gratuity situation that exists.

Senator BARTLETT. But the people up here are going to get less by way of gratuity gain on account of it is a one-meal proposition. Is that right?

Mr. GEARY. Possibly, yes; but since we have a fair amount of special luncheon business, which does provide a reasonable tip, and since the management tries to distribute that among the waiters, I think they do pretty well compared to outside waiters.

Senator BARTLETT. What would be pretty well? What would be a take-home check for one of these waiters, as far as the Government is concerned, leaving aside the gratuity?

Mr. GEARY. Well, they work in a normal pay period 104 hours, and their rate of pay is approximately a dollar an hour, so it would be \$104.

Senator BARTLETT. That would be for every 2 weeks?

Mr. GEARY. No, sir; twice a month.

Senator BARTLETT. Twice a month.

Mr. ROOF. But that does not include the gratuity.

Senator BARTLETT. They would almost fall within the poverty class, then, as described.

Mr. GEARY. They also receive meals, Senator, which are a substantial benefit.

Senator BARTLETT. Does that include the gratuities?

Mr. GEARY. No, sir; this is their cash pay from the Government.

Senator BARTLETT. If they work overtime—as they do frequently, do they not?

Mr. GEARY. Yes, sir.

Senator BARTLETT. Are they paid straight time?

Mr. GEARY. No, sir; through compensatory time off they are, in effect, paid at a time-and-a-half rate for all hours in excess of 8 hours a day.

REASON FOR SOME PROFITS

Senator BARTLETT. How do you account for the fact—and this surprises me, gladly, that the Senators' dining room in the New Senate Office Building makes a profit? I thought that would go deep in the hole.

Mr. ROOF. Senator, as indicated on page 4 of the statement before you, this item also includes the business from the adjoining special luncheon rooms.

Senator BARTLETT. Oh, special luncheon rooms are included.

Mr. GEARY. All special luncheons in the Senate Office Building which are handled through the cafeteria kitchen are credited as sales of the Senators' dining room. This has a tendency to increase the volume of the dining room in proportion to the expenses, which are not substantially increased by this party business.

Senator MONRONEY. This is not a matter of jurisdiction of this committee, but have there been any recent studies made, to your knowledge, of asking for bids or propositions from outside operators, again, to run the Capitol dining facilities?

Mr. ROOF. No, sir; not to our knowledge.

Senator MONRONEY. Off the record.

(Discussion off the record.)

GSI CAFETERIAS AND DINING ROOMS

Senator MONRONEY. The dining rooms in the Supreme Court are run by the—

Mr. ROOF. GSI.

Senator MONRONEY. GSI. Do they run at a break-even point? A profit?

Mr. ROOF. Senator, we don't have information on that, except something I read in the paper the other day relating to their combined operations, which indicated that on a tremendous volume, they managed to break even or have a relatively minor profit. Of course, their operation is quite different from Senate operations.

Senator MONRONEY. I see.

Mr. ROOF. Their business is primarily cafeteria and snackbar service.

Senator MONRONEY. It seems hard that under a cost accounting system that on a gross sales in the Capitol dining room of \$197,000, we should lose \$124,591.

Mr. ROOF. Senator, your heavy personnel requirement is the cause for this ratio that on its face appears unusual.

Senator MONRONEY. Is that from operating a separate kitchen in the Capitol?

STATISTICS ON RESTAURANTS

Mr. ROOF. Let me give you an idea, for the first 9 months of this year, up through March 1964, your gross food sales in the Capitol were \$130,715. Your payrolls alone were more than this. The payroll itself was \$131,000, the leave charge was \$9,838, employees' meals were around \$8,000, and employee benefits were about \$8,600.

So you see, normally, in the Senate dining rooms in the Capitol, your food sales and the payroll are about equal, so all of your food costs and other cost represent a loss.

Senator MONRONEY. How many people are employed in that branch?

Mr. GEARY. In the Senate dining room?

Senator MONRONEY. Yes.

Mr. GEARY. I can give it to you in just a minute. Seventy-one people.

Senator MONRONEY. Seventy-one people.

Mr. GEARY. Yes, sir.

Senator MONRONEY. Now, do they work a full 8-hour day?

Mr. GEARY. No, sir; not all of them.

Senator MONRONEY. I know you have the big bulge there for an hour or so, and everybody is short of help, and service delayed, but there is a separately maintained kitchen in the Capitol?

Mr. GEARY. Yes, sir.

Senator MONRONEY. How does that break down with the kitchen in the—

STAFF OF RESTAURANTS

Mr. GEARY. There are 21 employees in the kitchen. Those are nearly all full-time people, because even though you have only one meal served, the kitchen people come in normally at around 8 o'clock, some few a little earlier, some a little later.

In the dining room, we have a good many part-time busgirls and waiters, so that your total staff is not full time. However, the dining room people, during these extended sessions of Congress, usually work 8 hours or possibly even more a day, because they are required to keep the dining rooms open, until the Senate adjourns.

Senator MONRONEY. But 21 in the kitchen, that would leave 50, then, and the service help?

Mr. GEARY. That is right, sir. We have 22 waiters, 12 bus girls and boys, 16 additional people required for the operation in the dining room, including the catering manager, the headwaiter, cashiers, food checkers, people in the pantry—this is the service pantry that serves all of these operations—porters, and other miscellaneous help; 22 waiters. We have 12 people employed in the family dining room, including a cashier, bus girls and waiters.

This is all lumped together in the Capitol dining room. The family dining room, the Senators' dining room, and the staff and press dining rooms are all lumped together in one heading.

SERVICE IN CAPITOL DINING ROOM

Senator MONRONEY. The service is probably about two-thirds or so for nonsenatorial, and the others are staff and newspaper people, and visitors, and so forth; is that correct?

Mr. GEARY. I am not quite sure I understand your question.

Senator MONRONEY. When you say Capitol dining room, you think of that as Senators' dining room, but about as many seats or as much service, I presume, in that portion is open to the press and to the other staff members and other people who eat in that dining room. The family dining room is usually used by staff.

Mr. GEARY. I believe about the same number. The press dining room, the staff dining room, and the family dining room would have about the same number of seats as we have in the main dining room.

Senator MONRONEY. This \$90,000 that you are asking would be to cover past deficits, and not in anticipation of—

Mr. GEARY. No, sir; that is to cover our anticipated deficit for fiscal year 1965.

Senator MONRONEY. The coming year, and this is the amount that would be placed in the appropriation bill.

Mr. GEARY. Yes, sir.

Senator MONRONEY. I see. Do you have any further questions?

Senator BARTLETT. No.

Senator MONRONEY. Well, the bells have rung and we will have to recess under the rule, subject to call of the Chair.

We would like to have Senator Byrd of West Virginia here, who is chairman of this Restaurant Subcommittee of the Rules Committee, and also a member of the Appropriations Committee, to maybe have some further evidence on that. There is no further chance, without getting prices too far out of line, to eliminate the deficit by raising prices; is there?

Mr. ROOF. We don't think so, Senator.

Mr. GEARY. I feel that any further increase in prices would be injurious to the operation and would bring the price level—

Senator MONRONEY. Increase the deficit.

Mr. GEARY. Yes, sir; but it would certainly bring the price level up above the commercial prices for the same food and the same service.

Senator MONRONEY. And then your overhead would continue to mount.

Mr. ROOF. The key to success here is volume. If we could have a steady heavy volume of say \$90,000 each month, we would have no real problem. We have the equipment and people to handle the volume.

Senator BARTLETT. And if there were a quorum call during the luncheon hour, you would never get a quorum, because all the members would be elsewhere, downtown, eating.

Senator MONRONEY. The committee will stand in recess, subject to the call of the Chair.

(Whereupon, at 10:00 a.m., Friday, May 15, 1964, the subcommittee recessed, subject to the call of the Chair.)

LEGISLATIVE BRANCH APPROPRIATIONS FOR 1965

WEDNESDAY, JUNE 24, 1964

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

The subcommittee met at 2 p.m., pursuant to notice, in room S-128, the Capitol, Hon. A. S. Mike Monroney, chairman of the subcommittee, presiding.

Present: Senators Monroney, Hayden, Bartlett, Young, and Kuchel.

JOINT COMMITTEE ON IMMIGRATION AND NATIONALITY POLICY

STATEMENT OF HON. MICHAEL A. FEIGHAN, CHAIRMAN OF THE
JOINT COMMITTEE, ACCOMPANIED BY DR. EDWARD M. O'CONNOR,
STAFF DIRECTOR

HOUSE ALLOWANCE, JOINT COMMITTEE ON IMMIGRATION

Senator MONRONEY. The Subcommittee on Legislative Appropriations will be in session.

We have an item before us for the Joint Committee on Immigration and Nationality Policy. The House allowed \$20,000. The budget estimate is in the amount of \$160,460.

The subcommittee is pleased to hear from the Honorable Michael A. Feighan, chairman of the joint committee. You are accompanied by Dr. Edward M. O'Connor. We will be happy to have your testimony on behalf of this appropriation.

Mr. FEIGHAN. Thank you.

STATEMENT OF HON. MICHAEL A. FEIGHAN

Mr. Chairman and members of the committee, I appreciate this opportunity to justify the budget request which I have made on behalf of the Joint Committee on Immigration and Nationality Policy.

With your permission, I will present a brief statement outlining the committee needs, together with some basic considerations.

AUTHORIZATION FOR COMMITTEE ON IMMIGRATION

As matters now stand, the joint committee has an authorization of \$20,000 for the next fiscal period. This amount compares with the original request of \$160,458, which did not carry in the House because of an unfortunate tie vote when the matter was put before the membership of the House for decision. I need not burden you with the details of that procedure because I am sure you are already aware of them.

RESTORATION REQUEST

The purpose of my appearance today is respectfully to request a restoration of the full amount of funds originally requested so that the joint committee will be in a position to discharge its statutory responsibilities.

The total budget request is broken down as follows: \$137,708 for professional staff and supporting personnel, and \$22,750 for the conduct of hearings, expenses of witnesses, stationery, supplies, and other normal expenses connected with the discharge of committee responsibilities.

STAFF AND SALARIES

The professional staff requirements include the staff director, counsel, a chief investigator and one additional investigator, a research director and two research assistants, a general staff assistant, together with secretarial and stenographic help.

The salary scales set forth are in accordance with the schedules set by Congress and are geared to securing the services of competent and experienced personnel in the field of national policy.

Expenses for the operations of the joint committee are predicated upon continuing inquiries, studies, investigations, and hearings, both public and executive.

FUNCTION OF COMMITTEE

As you know, the functions and responsibilities of the joint committee are defined by section 401 of the Immigration and Nationality Act. In brief, those functions require that continuous studies be made concerning (1) the administration of the Immigration and Nationality Act and its effect upon the national security, the economy, and the social welfare of the United States, and (2) such conditions within or without the United States which, in the opinion of the committee, might have any bearing on the immigration and nationality policy of the United States.

The committee is required to make reports to the Senate and to the House of Representatives concerning the results of its studies and inquiries, together with such recommendations as it may deem desirable.

The clear intent of the statute in establishing the joint committee is that Congress should exercise fully its responsibility for regulating immigration into the United States.

The joint committee does not have legislative authority. The clear authority of the joint committee is in the area of establishing policy upon which intelligent legislative action can be taken, based upon all the facts calmly arrived at.

NO DEFINITE IMMIGRATION POLICY

I maintain we do not now have a clearly defined national immigration policy. To suggest that the policy established as a consequence of extended congressional hearings which culminated 40 years ago last February is still our basic immigration policy is to defy the hard facts of the official record. I refer, of course, to the national-origins quota system.

Permit me to point out that over the past 10 years we have admitted an annual average of approximately 300,000 immigrants. Only one-third of those immigrant admissions were under the quota system es-

established by the National Origins Act of 1924. Two-thirds of those admissions were outside the quota system, either as nonquota immigrants, as beneficiaries of special or emergency immigration legislation, or under executive department interpretations of the parole provisions of the law to meet international emergencies.

NATIONAL-ORIGINS QUOTA SYSTEM

Despite these hard facts of record, the national-origins quota system is still regarded by many, if not most people, as the foundation rock of our national immigration policy. A policy which sets and controls but one-third of our annual immigrant admissions cannot be regarded as a policy in fact. As I have said, this condition reflects the fact that we do not have a national immigration policy.

NO FULL REVIEW OF POLICY

Some people are still laboring under the impression that Congress undertook a full review of immigration policy in the period 1951-52, prior to enactment of the present Immigration and Nationality Act. The record does not support that belief. As an active participant in those hearings, I can speak with some degree of authority.

What actually happened was that Congress codified existing immigration laws and related Federal laws, adding some new features directed at visa controls and admissibility controls. It is worth noting that since enactment of the Immigration and Nationality Act of 1952, no less than 10 major amendments have been made to it—all growing out of international developments to which Congress was called upon to respond.

ESTABLISHMENT OF JOINT COMMITTEE ON IMMIGRATION

Significantly, however, the codified law of 1952 established the Joint Committee on Immigration and Nationality Policy and assigned to it the responsibilities for studies and inquiries in depth on all matters bearing upon immigration policy and for fixing a national immigration policy based upon the established facts related to a reasonable balance between our domestic needs and our international responsibilities. The importance of that task has been magnified and made more urgent by developments since 1952.

Even the most determined opponents of the purposes of the joint committee admit publicly that we do not have a national immigration policy, that the national origins quota system has been the victim of so much amendatory surgery that it is too weak to carry the superstructure of contradictions which have been heaped upon it.

INTRICACIES OF LAW

One of my primary concerns, which I wish the opponents of the joint committee would share with me, is that our present immigration laws not only reflect an absence of clear-cut policy, but even worse, the hodgepodge of intricacies built into the law have made a lawyer's paradise out of a program that should be the essence of simple justice. Nevertheless, admission that we do not have a clear or consistent immigration policy removes any argument against the need for Congress

to use the machinery it has established by statute to remedy this situation.

Recognizing this need, I began efforts 1 year ago to activate the joint committee, shortly after I became chairman of the House Subcommittee on Immigration and Nationality. Had my efforts been successful at the outset, Congress would now be in a position to take intelligent and purposeful action on a wide assortment of pending bills, most of which involve significant parts of overall policy.

An ordered process, whether it be a business enterprise or government, calls for study and constant review of the full spectrum of factors bearing on policy as a means of setting policy. Otherwise, Congress runs the risk of further compounding the superstructure of contradictions which now afflicts what has been alleged to be our national immigration policy.

HEARINGS ON PENDING IMMIGRATION LEGISLATION

Nevertheless, the House Subcommittee on Immigration and Nationality is now conducting hearings on pending immigration legislation. We are doing and shall continue to do our best under the circumstances. These hearings do not, however, encompass the full spectrum of factors which bear upon immigration policy, because there is no pending bill which addresses itself to a complete revision of existing law.

BASIC RESPONSIBILITY FOR INCLUSIVE POLICY

It is, therefore, apparent that no matter what action Congress takes on pending immigration legislation, the basic responsibility of Congress for establishing an overall and all-inclusive policy in the field of immigration must be met.

Considering the scope, magnitude, and importance of the role of the joint committee in discharging its responsibilities, I believe this request for funds is both modest and practical. I respectfully commend it to your favorable consideration.

Senator MONRONEY. Thank you, Mr. Feighan.

HOUSE ALLOWANCE INSUFFICIENT TO ACTIVATE COMMITTEE

The \$20,000 allowed by the House, Mr. Feighan, does this take care of the permanent staffing of the Immigration and Nationality Policy Committee?

Mr. FEIGHAN. No, indeed; the \$20,000 was first put in the legislative appropriation bill back in 1952 at the inception of the joint committee. The joint committee was never activated, with one exception, when former Senator Watkins was chairman. I believe he spent about \$400 and that was all. So, the joint committee has never been activated until last year. The fund of \$20,000 was not meant at all to be sufficient to perform the important task.

Senator MONRONEY. Was this appropriated for last year's operations or was it supposed to be—

Mr. FEIGHAN. It had been appropriated since 1952, \$20,000 for each appropriation year, but was never used from the inception.

Senator MONRONEY. Well, did I understand that some of the legislation which you mention in your statement was the result of the joint committee?

Mr. FEIGHAN. No; not at all.

Senator MONRONEY. And is established by one of the legislative acts on immigration?

Mr. FEIGHAN. Yes.

Senator MONRONEY. But then it was never activated?

Mr. FEIGHAN. No; it was established in the so-called McCarran-Walter Act, the Nationality Act of 1952, section 401, to be precise.

AMOUNT REQUESTED

Senator MONRONEY. What you are asking for is \$160,000?

Mr. FEIGHAN. Well, \$140,000 plus \$20,000.

Senator MONRONEY. I see.

You said, I thought, about \$137,000 was to be divided up for the staff; is that correct? Do you have a statement to break it down?

Mr. FEIGHAN. Yes.

SALARIES AND EXPENSES FOR COMMITTEE

Senator MONRONEY. Would you read it to the committee?

Mr. FEIGHAN. The staff director, \$18,884; counsel, \$18,884; chief investigator, \$16,515; investigator, \$10,888; research director, \$16,515; research assistants, at \$9,322 each; a staff assistant, \$11,343; secretary, \$7,393; stenographers, two at \$5,955 each; stenographer, \$6,400; totaling \$137,706.

For the administrative end, hearings, including expenses of witnesses, \$7,250; travel, including field investigations, \$12,500; contingency fund, \$3,000; making a total of \$22,750; or a complete total of \$160,456.

Senator MONRONEY. Who is the counterpart in the joint committee in the Senate—Senator Eastland?

Mr. FEIGHAN. Yes; Senator Eastland, Senator Johnston, and Senator McClellan; and Senators Dirksen and Keating.

REQUEST AUTHORIZED BY JOINT COMMITTEE

Senator MONRONEY. Has this request been voted by the joint committee?

Mr. FEIGHAN. Oh, yes; it was agreed upon and authorized when the committee was activated last year. I was designated the task to follow through and prepare a request.

Senator MONRONEY. Ask for the appropriation?

Mr. FEIGHAN. Yes.

Senator MONRONEY. The staff numbers what, about eight, you say?

Mr. FEIGHAN. Yes.

Senator MONRONEY. And the travel item I believe you said was \$12,000?

Mr. FEIGHAN. \$12,500.

NO PROVISION FOR TRAVEL OUTSIDE UNITED STATES

Senator MONRONEY. In your statement, I believe you said to investigate conditions here and inside and outside the United States.

Mr. FEIGHAN. But there is no provision in this at all for any travel outside the United States.

Senator MONRONEY. I thought you said it was to investigate conditions both inside and outside.

Mr. FEIGHAN. Yes; that is correct, but there is no authorization for travel for that purpose.

Senator MONRONEY. I see.

This would be for how long a period? Would this be the total amount of funds?

Mr. FEIGHAN. For 1 year.

Senator MONRONEY. Then did you expect to complete the work in 1 year?

Mr. FEIGHAN. No.

Senator MONRONEY. Would this be a continuing appropriation?

Mr. FEIGHAN. This would be a continuing appropriation.

Senator MONRONEY. Each year?

Mr. FEIGHAN. As is necessary to perform the functions which are essential.

PRESENT IMMIGRATION LEGISLATION

Senator MONRONEY. Tell us a little more about the type of legislation.

You said that two-thirds of the people enter without coming in under the 300,000 quota, because of their relatives, as nonquota immigrants and things of that kind.

Mr. FEIGHAN. Well, specifically, since 1952 when the Immigration and Nationality Act was made law, there have been 10 separate pieces of legislation that have been enacted. In 1953, was the Refugee Relief Act providing nonquota entry of 17 different ethnic and national groups of refugees from Europe and parts of Asia totaling 189,002.

In 1957, Public Law 85-316: (1) Enabling entry of certain stepchildren, illegitimate children, and orphans adopted by U.S. citizens, provisions affecting orphans enacted on a temporary basis; (2) authorizing waivers for certain immigrants excludable because of criminal record or practice of prostitution, and aliens afflicted with tuberculosis (all applicable to spouses or children of U.S. citizens or permanently residing aliens); (3) authorizing admissions of an additional number of refugees who were not issued visas prior to the expiration of the Refugee Relief Act of 1953, approximately 15,000 admitted; and (4) admitting first-, second-, and third-preference aliens on non-quota basis if petitions approved prior to July 1, 1957.

In 1958, the act of July 25, 1958, adjusting the immigrant status and enabling naturalization of Hungarian parolees, total admitted, 30,613. Additional 7,000 visas left unused under the Refugee Relief Act of 1953.

In 1958, the act of September 2, 1958, admitting Dutch expellees from Indonesia and Portuguese victims of Azores earthquake, total admitted, 15,529.

In 1959, the act of September 22, 1959, conversion to nonquota status of backlogged beneficiaries of preference petitions.

In 1960, the fair share refugee law admitting in parole status with eligibility to naturalize of refugee-escapees equal in number to 25 percent of such aliens resettled by other countries.

In 1961, the Mutual Educational and Cultural Exchange Act of 1961, section 109, amended the Immigration and Nationality Act by authorizing the issuance of student visas to spouses and minor children

of foreign students; creating a new type of nonimmigrant visa for exchange visitors and exchange students; prescribed new conditions and new procedures in obtaining waivers of the 2 years' foreign residence requirement in cases of exchange aliens who desire to remain in the United States permanently.

In 1961, the act of September 26, 1961, making the "orphan law" permanent, prescribing judicial review of orders of deportation and exclusion, granting naturalization privileges to alien veterans of the Korean war, and codifying into permanent law waivers granted in 1957.

In 1962, the act of June 28, 1962, Migration and Refugee Assistance Act of 1962, reauthorizing membership for the United States in ICEM, continuing authorization to contribute to the United Nations High Commissioner for Refugees, authorizing assistance to Cuban refugees in the United States, and eliminating termination date of the refugee fair share law, July 1, 1962.

In 1962, the act of October 24, 1962, Public Law 87-885, converted into nonquota status beneficiaries of backlog first and fourth preference, depending on dates of registration and petition approval; and rewrote all provisions of the Immigration and National Act relating to suspension of deportation.

Those are the bills under which during the past 10 years 2,660,893 persons were admitted into the United States, plus those who were given entrance into the United States by parole admission. The total would be nearly 3 million.

CONTINUING STUDY PURPOSE OF COMMITTEE

Senator MONRONEY. Is the purpose to establish new bases for immigration of more refugees and people outside of the former immigration law that tied us to the numbers admitted in the earlier periods of our history?

Mr. FEIGHAN. The specific purpose of the joint committee is to make a continuing review of all factors which have importance both domestically and internationally to the United States. It is strictly a policy matter and not a legislative matter to determine the amount or numbers that should be admitted.

Senator MONRONEY. As I understand, you are chairman of the joint committee?

Mr. FEIGHAN. Yes.

Senator MONRONEY. You must have some goal in mind such as to study the policy or to determine what is wrong with our present policy and where it needs correction.

What is your general feeling on that?

GOALS OF STUDIES

Mr. FEIGHAN. As an example, we would review and study chronic unemployment and the changing patterns of manpower utilization as the consequence of automation and the meaning of these trends to current and future U.S. immigration policy. Another would be the immigration of further refugee movements growing out of possible future political upsets in the Caribbean or Central American areas, political revolts, or refugees from behind the Iron Curtain involving

large-scale human upsets in relation to section 212(d)(5), and the congressional intent therein.

Another would be the policy and practices embraced by the Immigration and Naturalization Service and by the Bureau of Security and Consular Affairs of the Department of State in the administration of the Immigration and Nationality Act.

Another would be the need of underdeveloped countries for skilled and trained manpower and the relationship of those needs to population and refugee problems in the free world community and determination of a ceiling for immigrant admission, including the manner in which visas will be distributed, whether by quota or nonquota.

Senator MONRONEY. In other words, you set a pattern of whether to increase or decrease the total immigration quotas, is that right, to revise the quotas of all of the different nationalities?

Mr. FEIGHAN. That is not the only purpose. The specific end is a very broad concept. In other words, to examine carefully our immigration laws and their administration, but with relationships to the best interests of the United States, both domestically and internationally.

STUDY OF AUTOMATION AND EMPLOYMENT

Senator MONRONEY. This is why you have a study of automation and its effect on employment?

Mr. FEIGHAN. Yes.

Senator MONRONEY. You coordinate this, I am sure, with other studies in the House that are going on in other committees on automation?

Mr. FEIGHAN. Of course; the staff will do that.

Senator MONRONEY. As to the policy, why, this would be the result of the staff work, the hearings and things of that kind that you would find out in the year that you investigate it; is that correct?

Mr. FEIGHAN. Yes.

WORK OF JUDICIARY SUBCOMMITTEE

Senator MONRONEY. You are the chairman of the House Immigration Subcommittee, are you not, of the Judiciary Committee?

Mr. FEIGHAN. Yes.

Senator MONRONEY. Have they not done some of this work?

Mr. FEIGHAN. No.

Senator MONRONEY. Is the work handicapped in any way on the House Judiciary Committee?

Mr. FEIGHAN. Well, the House Subcommittee on the Judiciary deals with many facets of immigration.

Senator MONRONEY. This is all immigration, though, is it not?

Mr. FEIGHAN. Oh, yes, but that staff is burdened with bills that we have before us. In the first place, we have private bills; we have matters dealing with visas, waivers of visas, cultural exchange programs with the U.S.S.R., and the question of additional waivers of visas and admission of persons ineligible to enter the United States.

Then we have the question of passports with reference to proscribed countries, countries prohibited for travel by U.S. citizens.

Then we have the jurisdiction over legislation on immigration bills.

The important factor, in my mind, which is recognized in the Immigration and Nationality Act of 1952 was that it is mandatory to have

a continuous review of events as they unfold and to keep policy in tune with the best interests of the United States domestically and in our international relations.

NEED FOR JOINT ACTION ON POLICY

Senator MONRONEY. It is your opinion that the joint committee can do this better than the subcommittee you head up in the House because of the legislative workload that the House committee already carries?

Mr. FEIGHAN. I think it is not only that; I think it is the proper forum, to have both the Senate and the House make the study and determination of policy.

Senator MONRONEY. Mr. Chairman, do you have any questions?

Senator HAYDEN. No questions.

Senator MONRONEY. Senator Young?

Senator YOUNG. You did a good job.

It seems to me that if this joint committee would be more active there would be a lot of advantages in determining policy in this field. Is your committee required by law to be composed of members of the Judiciary Committees of both Houses of Congress?

Mr. FEIGHAN. Yes; of both bodies.

Senator YOUNG. That is all.

Senator MONRONEY. How many members?

Mr. FEIGHAN. There are five members of the Senate and five members from the House.

Senator MONRONEY. And then divided by the parties as to three and two?

Mr. FEIGHAN. Yes.

Senator MONRONEY. Composition of the House and the Senate?

Mr. FEIGHAN. Yes.

Senator MONRONEY. Senator Bartlett.

Senator BARTLETT. No questions.

Senator MONRONEY. Senator Kuchel, do you have any questions?

Senator KUCHEL. No, sir.

Senator MONRONEY. Thank you very much.

Do you have any other supporting witnesses?

Mr. FEIGHAN. No.

I have many silent witnesses who hope for favorable consideration by the subcommittee.

Senator MONRONEY. I just wanted to hear them.

Mr. FEIGHAN. I state, too, that it was the hope of Senator Eastland that he would be able to be here today.

Senator MONRONEY. He is out of town.

Mr. FEIGHAN. Yes; necessarily. Thank you very much.

JOINT COMMITTEE ON DEFENSE PRODUCTION

STATEMENT OF HAROLD WARREN, CHIEF OF STAFF, REPRESENTING HON. WRIGHT PATMAN, CHAIRMAN

HOUSE ALLOWANCE AND ESTIMATE

Senator MONRONEY. The Joint Committee on Defense Production, the House allowed \$65,000. The budget estimate is in the amount of \$90,520.

I will insert in the record at this point a letter to the subcommittee chairman from Hon. Wright Patman, the chairman of the Joint Committee on Defense Production.

(The letter referred to follows:)

CONGRESS OF THE UNITED STATES,
JOINT COMMITTEE ON DEFENSE PRODUCTION,
May 5, 1964.

HON. A. S. MIKE MONRONEY,
Chairman, Legislative Appropriations Subcommittee, Committee on Appropriations, U.S. Senate, Washington, D.C.

DEAR MR. CHAIRMAN: Reference is made to H.R. 10723. As chairman of the Joint Committee on Defense Production, I would appreciate having an opportunity to testify on the appropriations for committee expenses for the fiscal year 1965.

The amount of \$65,000 was included in section 712(e) of the Defense Production Act for the expenses of the committee in 1955. There have been three salary increases since 1955. These increases amounted to 10 percent in 1958, 7½ percent in 1960, and 7 percent in 1962. An addition of these three percentages would increase the \$65,000 to \$82,242.87. The House Banking and Currency Committee proposes to delete the \$65,000 from section 712(e) of the Defense Production Act in order that the appropriated funds may be comparable to the funds received by other committees of the Congress. Since travel and other expenses have increased even more than salaries, I believe \$90,520 for the fiscal year 1965 is reasonable. This amount is being requested to cover the estimated expenditures which follow:

Staff director.....	\$18, 800
Economist.....	18, 800
Clerk and counsel.....	17, 230
Professional staff member.....	12, 529
Do.....	11, 551
Secretary.....	6, 606
Miscellaneous and contingent expenses.....	5, 004
Total.....	90, 520

The salary increases since 1955, as applied to the \$65,000 authorization for the committee as of that time, are as follows:

Authorization for Joint Committee on Defense Production in 1955..	\$65, 000. 00
Addition of the 10-percent salary increase of 1958.....	6, 500. 00
Addition of the 7½-percent salary increase of 1960.....	5, 362. 50
Addition of the 7-percent salary increase of 1962.....	5, 380. 37
Total.....	82, 242. 87

Sincerely yours,

WRIGHT PATMAN, *Chairman.*

STATEMENT OF HAROLD J. WARREN

Senator MONRONEY. The committee is pleased to hear Harold J. Warren, representing Hon. Wright Patman, the joint committee chairman.

We are happy to have you, Mr. Warren, and we will insert the statement from Congressman Patman and the itemized breakdown for these amounts.

(The statement referred to follows:)

STATEMENT OF REPRESENTATIVE WRIGHT PATMAN, CHAIRMAN, JOINT COMMITTEE
ON DEFENSE PRODUCTION

Mr. Chairman and members of the committee, I appreciate having the opportunity of testifying on H.R. 10723 as related to the expenses of the Joint Committee on Defense Production. This committee is authorized in section 712 of the Defense Production Act and is composed of five members from the

Senate and five members from the House of Representatives. The chairmanship rotates between the Senate and House at the beginning of each Congress.

The Joint Committee on Defense Production has the responsibility of conducting a continuous study of programs authorized in the Defense Production Act. This act continues to constitute the basic authority for a mobilization program to meet the needs of national security in the event of an emergency. The committee relies on its staff to develop information covering the mobilization programs of the various departments and agencies which participate in this effort. The activities of the Joint Committee on Defense Production are set forth in the 13 annual reports that have been submitted to the Congress.

The preparedness effort is concerned with operational programs under varying conditions, with standby programs which become effective on the happening of contingencies, and with the continuing task of updating plans. There are standby orders for machine tools that could become effective in the event of an emergency and a determination by the Government. There are various standby orders to meet varying situations that are designed to save time in the event of an emergency. In past periods of emergency much time has been devoted to developing plans and programs that should be avoided in any future emergency.

The priorities and allocations authority for materials, authorized in title I of the Defense Production Act, is now being carried out in the operation of the defense materials system. This priorities and allocations system now applies to a few materials and could be expanded immediately in the event of an emergency. Several commented favorably on this program in the most recent annual report of the committee. This included the Department of Defense, the Atomic Energy Commission, the National Aeronautics and Space Administration, and the Federal Aviation Agency.

The Banking and Currency Committees, in passing the Defense Production Act, received assurances from the Office of Emergency Planning that plans would be maintained on a standby basis for use in the event of an emergency. The Banking and Currency Committees rely on the Joint Committee on Defense Production for the review of emergency plans and programs. This requires the services of a competent staff.

The Joint Committee on Defense Production receives reports on specific subjects as well as quarterly reports and annual reports. The staff has conducted studies on the progress achieved in the development of new or improved materials, as well as studies on the requirements and supply of missile fuels. Each of these subjects is important to the space program and defense. In conducting a study of materials research, the committee staff contacted officials of the Federal Council for Science and Technology, the National Science Foundation, the Bureau of Standards, the National Aeronautics and Space Administration, the National Academy of Sciences, the Bureau of Mines, and the Atomic Energy Commission. The study pointed up the need for the development of new materials for use in missiles and space vehicles for which there were not similar commercial demands, and also revealed the need for an improvement in the coordination of the total research effort.

Although there may be surplus supplies of many materials, it is important that the inventory of materials be kept up to date. Most of the materials that are now in surplus supply were purchased at a time when the military services were formulating their plans on the basis of fighting a war of 5 years duration. When their plans were reduced to preparing for a 3-year war there was an immediate surplus. The materials in the Defense Production Act inventory that would have been transferred to the national stockpile to meet the requirements for a 5-year war were generally not required to meet the needs of a 3-year war. Contracts had been signed for some materials that had not been delivered. The Joint Committee on Defense Production asked that negotiations be carried out to reduce these contracts when agreements could be made. Some cancellations were brought about and some additional deliveries were made to the Government. The Joint Committee on Defense Production has set forth detailed figures on materials from year to year, including the total estimated cost of these programs. The committee has cooperated with other committees conducting materials studies. Determinations relating to the amount of materials now in surplus supply are complicated by the fact that the requirements for reconstruction and rehabilitation in the event of a nuclear attack are not known.

The overall mobilization program is so broad in scope that each department and agency has important responsibilities that are closely related to their normal functions. For example, the mobilization responsibilities of the Department of the Interior for electric power extend far beyond their normal functions.

The plans of financial institutions must give consideration to maintaining a monetary system under emergency conditions.

The mobilization program is made up of many complicated subjects and it is highly important that Congress be assisted by an adequate number of highly qualified personnel to carry on these day-to-day activities in an efficient manner.

The amount of \$65,000 was included in section 712(e) of the Defense Production Act for the expenses of the committee in 1955. There have been three salary increases since 1955. These increases amounted to 10 percent in 1958, 7½ percent in 1960 and 7 percent in 1962. An addition of these three percentages would increase the \$65,000 to \$82,242.87. Since travel and other expenses have increased even more than salaries, I believe \$90,520 for the fiscal year 1965 is reasonable. This amount is being requested to cover the estimated expenditures which follow:

Staff director-----	\$18, 800
Economist-----	18, 800
Clerk and counsel-----	17, 230
Professional staff member-----	12, 529
Professional staff member-----	11, 551
Secretary-----	6, 606
Miscellaneous and contingent expenses-----	5, 004
Total-----	90, 520

The Joint Committee on Defense Production will be glad to furnish your committee reports which reflect the work of the staff. I appreciate having had the opportunity to submit these recommendations.

BREAKDOWN OF REQUEST

Senator MONRONEY. I might state that breakdown: Staff director, \$18,800; economist, \$18,800; clerk and counsel, \$17,230; professional staff member, \$12,529; professional staff member, \$11,551; secretary, \$6,606; and miscellaneous and contingent expenses, \$5,004, for a total of \$90,520.

You may proceed, Mr. Warren.

STATEMENT OF CONGRESSMAN PATMAN (PRESENTED BY MR. WARREN)

Mr. WARREN. Mr. Chairman and members of the committee, Congressman Patman is presiding over proceedings before the House Banking Committee today on the mass transit bill and regrets that he is not able to be here. He asks that this statement be included in the record and that I supply any answers to questions that you might have. I will read this part of it:

The amount of \$65,000 was included in section 712(e) of the Defense Production Act for the expenses of the committee in 1955. There have been three salary increases since 1955. These increases amounted to 10 percent in 1958, 7½ percent in 1960 and 7 percent in 1962. An addition of these three percentages would increase the \$65,000 to \$82,242.87. Since travel and other expenses have increased even more than salaries, I believe \$90,520 for the fiscal year 1965 is reasonable.

POINT OF ORDER RAISED

Senator MONRONEY. I believe the problem here is the fact that the section providing for the authorization of appropriations limits the amount to \$65,000 in any fiscal year. It went out on the point of order, did it, in the House?

Mr. WARREN. Yes; that is my understanding. I think that he had thought that this amount would be increased. They now have the problem of the June 30 deadline, and they are interested in getting

the act extended as it is in order to have it extended by June 30 at the present time.

Senator MONRONEY. I don't understand what act has to be extended.

EXTENSION OF DEFENSE PRODUCTION ACT

Mr. WARREN. Defense Production Act.

The Joint Committee on Defense Production is treated in section 712 of the Defense Production Act. It has five members from the Senate and five members of the House of Representatives, and it rotates.

Senator MONRONEY. We are up against the proposition that, since it would require a suspension of the rules to go above the \$65,000, it would take a two-thirds majority, if it was challenged in the Senate, to vote these funds above the \$65,000?

Mr. WARREN. The Senate Banking Committee is giving consideration to the extent of the act today, so I don't know what action they may take on that point.

Senator MONRONEY. In other words, if they extend the act, then they increase the amount of funds that the joint committee is allowed. The House has already passed it, have they?

Mr. WARREN. The House has passed it; yes. There are some other joint committees that had the same problem on this point.

Senator MONRONEY. I know they did.

This will be included in the record and we will ask the staff to advise us if this bill passes.

Mr. WARREN. Thank you, sir.

Senator MONRONEY. Thank you very much, sir.

OFFICE OF THE ARCHITECT

CAPITOL GROUNDS

STATEMENT OF J. GEORGE STEWART, ARCHITECT OF THE CAPITOL, ACCOMPANIED BY MARIO E. CAMPIOLI, ASSISTANT ARCHITECT OF THE CAPITOL; CHARLES A. HENLOCK, ADMINISTRATIVE OFFICER; PHILIP L. ROOF, EXECUTIVE ASSISTANT; AND PAUL PINCUS, LANDSCAPE ARCHITECT AND HORTICULTURIST

BUDGET AND HOUSE ALLOWANCE

Senator MONRONEY. The next item that we have is for the Capitol Grounds. The budget estimate is in the amount of \$678,000 and the House allowed \$665,000.

Mr. Stewart, will you come forward?

At the present time, you have 59 employees financed from this appropriation. The House has allowed for the next year seven additional employees associated with the opening of the new Rayburn Office Building.

These 59 employees during the current year were hired at a total cost of \$378,900, or an average annual salary of about \$6,400. These are respectable, responsible jobs at such a salary. These are full-

time employees and care for the 155 acres, or an average of about $2\frac{2}{3}$ acres per employee. Much of this acreage is covered by buildings.

It would appear to the chairman of this subcommittee that you have sufficient personnel to adequately take care of the buildings and grounds if these men were supervised properly and given proper equipment and tools and facilities to maintain the grounds.

STATE OF CAPITOL GROUNDS

It has been rather widely agreed in the Congress that the state of the Capitol Grounds is in a deplorable condition and that the attention of the Nation directed to its Nation's Capitol could ill afford to present the lack of care and lack of proper grooming and landscaping and cultivation of this most priceless area that we find in today's condition.

I am not unaware of the fact that we have a large-scale program that has been going on for some time involving excavation for the subway on the east side of the Capitol and construction of the new Rayburn Office Building in the immediate terminus of the subway, but I can't understand why the rest of the grounds which have not been burdened with the construction program the last 2 years should be in its present condition. So, we would like to hear from you.

NEWSPAPER COMMENT

I would like to put into the record here the article that was recently published in the Washington Post, with reference to the matter of the care of the grounds and the planning, by Tom Stevenson, printed in the Washington Post on June 6, 1964.

(The article referred to follows:)

[From the Washington Post, June 6, 1964]

VIEW DRAWS QUICK REBUTTAL; GARDEN EXPERT SAYS DYING TREES, WEED-CHOKED LAWNS GIRD CAPITOL

(By Tom Stevenson)

The majestic U.S. Capitol is the Nation's pride and symbol, but its landscaping is no credit to either building or country.

Dying trees, patchy lawns studded with weeds, shrubs covered by pesty vines—these and many other objectionable features were observed in a walking tour of the grounds a few days ago.

These observations drew a sharp rebuttal from the man responsible for the grounds, 37-year-old Paul Pincus, chief Capitol landscape architect for nearly 3 years.

Pincus believes some of our findings are wrong and others unfair. They are unfair, he said, because they overlook tourist depredations and the difficulty of covering the Capitol reservation with a limited staff.

An open-eyed stroll around the Capitol makes it clear that—for whatever reason—this rich Nation is not getting superior care for its most significant landmark.

The tour began at the Peace Monument, where Pennsylvania Avenue NW. stub ends at the Capitol Grounds. Here stand two half-dead sycamores.

Just inside the grounds is a maple, three-fourths dead. Several horse chestnut trees with dead branches surround it.

Twenty-two sycamores flank the walk to the Capitol. Their condition varies from poor to quite bad.

The lawn is in poor condition. Broadleaf weeds abound. The turf is a discredit even to an area with heavy foot traffic.

On the Senate side the lawn is scarred by large bare areas, some badly eroded by water from broken sprinkler heads. Probably not even crabgrass would grow here.

In two places poison ivy abounds. A quick count showed 42 plants. Other shoots of the noxious stuff creep up tree trunks.

The ligustrum is poor. Dead branches spike a magnolia. An American holly tree is in even worse condition. Green fruit and deadwood burden a large fig tree.

An unpruned bridal wreath hides a mahonia aquifolium in fair condition. Three other mahonias exposed to view are in bad condition.

Nightshade, a weed vine, almost smothers 24 yuccas about to bloom. These plants will need all their toughness to survive.

Weeds overrun daylilies, hollyhocks, and iris.

The sight of 12 newly planted hibiscus lends an encouraging note. But weeds rear their heads in the cultivated soil around them.

Chrysanthemums need dividing. A dozen to 15 mums grow in an area large enough for only 1 or 2. Chinese hollies are in an unthrifty condition. Osmanthus is half dead. Nightshade overruns the abelia. Azaleas in poor condition screen a desmodium.

Loving hands have planted 50 lantantas in front of ligustrum, boxwood, and azaleas in the plaza, on both sides of the walkway. One plant is dead already.

On the House side, nine large ligustrum need deadwood removed. Other ligustrum, boxwood, and azaleas are in somewhat better condition.

Not a single magnolia in a grove of 34 near the southwest corner of the Capitol is in good condition.

Groundskeeper Pincus, who works for Capitol Architect J. George Stewart and Executive Assistant Phillip L. Roof, blames much of the disarray on a small staff. Roof says 38 persons are assigned to Capitol Grounds work, exclusive of cleanup work. This total includes nine gardeners and two tree surgeons. They are responsible for grounds of the Capitol, Supreme Court, congressional office buildings, Library of Congress, and the mile-long domain from Union Station to the powerplant.

Pincus had these explanations for our findings:

Tree work is rotated around the grounds on an annual basis and sickly trees will be cared for in turn.

Some patchy lawn areas are a result of construction and will be reseeded.

Poor condition of magnolias is caused mainly by starling droppings.

Some criticized plantings are done in certain ways because of tradition or for a specific purpose. For example, the chrysanthemums are planted close together to create a mass of color. The plants are replaced every 2 years.

The total appropriation for the current fiscal year for Pincus' entire operation is \$480,500.

In approving the current grounds maintenance outlay, the House Appropriations Committee said in its official report:

"There is some feeling that the Capitol Grounds are not as well maintained as they should be and that the reason is not altogether a matter of insufficient personnel * * *. The committee thinks the grounds ought to be well maintained."

Senator MONRONEY. You undoubtedly have seen this article, have you not?

Mr. STEWART. Yes.

Senator MONRONEY. We would like to hear from you on what you plan to do about it.

Mr. STEWART. Mr. Chairman, may I open my remarks by making a report on an item of interest to the committee?

Senator MONRONEY. Yes.

LACK OF DRINKING FOUNTAINS

Mr. STEWART. At our last meeting, we discussed the lack of sufficient drinking water fountains throughout the grounds.

Senator MONRONEY. Yes.

Mr. STEWART. We have made arrangements and preparations to install and place in operation four additional fountains on the east side. I have a map here of the grounds showing the locations of each fountain.

Mr. ROOF. Mr. Chairman, these [indicating] are the four we will add on the east side of the building.

These on the west side are already there.

Senator MONRONEY. Yes. We have been long concerned with the lack of a place where the thousands who visit Washington can even get a drink of water, and we are glad to see that you are putting these in.

Are these specially prepared in some way to get away from what you term vandalism destruction?

Mr. STEWART. We hope so and they are fairly close to the building, which should afford some protection.

Senator MONRONEY. Will the water be cool or will it just be out of the tap?

Mr. STEWART. It will be tap water.

Senator MONRONEY. I see.

STATEMENT ON LANDSCAPE ARCHITECT'S QUALIFICATIONS

All right, sir. You have read these articles and I know you have seen criticism in the Congressional Record about the lack of proper care and landscaping in the Capitol area.

Mr. STEWART. Mr. Chairman, I would like to make a few opening remarks relative to the landscape architect and horticulturist in charge of the Capitol Grounds, whom we have now, Mr. Paul Pincus. Mr. Pincus is a professional landscape architect. He received his degree from the University of Massachusetts in 1950, where he was elected a member of the Phi Kappa Phi honor society. He had a wide and varied experience before coming with us.

With your permission, I would like to leave this statement of his education, background, and experience for the committee's information.

(The information referred to follows:)

PAUL PINCUS, SENIOR LANDSCAPE ARCHITECT AND HORTICULTURIST FOR THE ARCHITECT OF THE CAPITOL

EDUCATIONAL TRAINING

High school, Chelsea, Mass., completed 1944.

University of Massachusetts, B.S. in landscape architecture, 1950.

Member of Phi Kappa Phi, honorary society, elected, University of Massachusetts, 1950.

Associate member, American Society of Landscape Architects, 1952-54.

EXPERIENCE AND BACKGROUND

Title: Landscape architect and horticulturist.

Period: July 1961 to present.

Employer: Architect of the Capitol.

Major duties:

Is responsible to the Architect of the Capitol for the improvement, care, and maintenance of the Capitol Grounds.

Is responsible for the preparation of landscape plans and designs for additional land areas, and for changes and improvements to existing areas.

Serves as adviser to the Architect of the Capitol in planning and coordinating landscape architectural projects.

Supervises a force of approximately 59 regular employees engaged in the landscape design, general mechanical maintenance, repair, and minor construction work and care, upkeep and improvement of the Capitol Grounds.

Is responsible to the Architect of the Capitol for the care, maintenance, and operation of the legislative garage.

Acts as the Architect's representative in active direction of the Botanic Garden. Exercises administrative supervision over a force of approximately 50 employees. Also, is responsible for the planning, designing, directing, and coordinating the landscape and horticultural development and rehabilitation of the Poplar Point Nursery.

Title: Landscape architect.

Period: September 1958 to July 1961.

Employer: Homer K. Dodge Associates, Framingham, Mass.

Major duties: Preparation of landscape architectural plans including: site improvements; site planning; grading plans includes storm drainage systems; circulation and parking layouts; road profiles; location drawings for construction; planting plans for residential, industrial, and institutional purposes; general plans for residential properties; subdivision developing.

Major projects included:

North Adams housing, 34-1, North Adams, Mass.

Garden apartments, Andover, Mass.

Missile master, Fort Heath, Winthrop, Mass.

Helicopter landing field, Fort Banks, Winthrop, Mass.

Mark IV Motel, Brockton, Mass.

Sheraton Motel, Binghamton, N. Y.

Athletic field, Randolph, Mass.

Title: Landscape architect.

Period: March 1954 to September 1958.

Employer: Framingham Landscape Co., Framingham, Mass.

Major duties: Same as above.

Major projects included:

State-aided housing for the elderly, Wor 667-1, Worcester, Mass.

Low-rent housing, Massachusetts 21-1, Clinton, Mass.

State-aided housing for the elderly, Clinton, Mass.

Framingham High School, Framingham, Mass.

Elementary school, town of Paxton, Mass.

Elementary school, town of Oxford, Mass.

Elementary school, town of North Oxford, Mass.

R. & D. Quartermaster Center, Natick, Mass.

Master plan.

Title: Landscape architect.

Period: September 1952 to March 1954.

Employer: Shurchcliff & Shurecliff, Boston, Mass.

Major duties: Same as above.

Major projects included:

MDC Storrow Drive development, Boston, Mass.

Massachusetts General Hospital, redevelopment.

High school, Swampscott, Mass.

Development of MDC Magazine Beach, Cambridge, Mass.

City plan for town of Dedham, Mass.

Title: Landscape architect.

Period: April 1950 to September 1952.

Employer: Framingham Landscape Co., Framingham, Mass.

Major duties: Same as above.

Major projects included:

State-aided veterans housing, Worcester 200-2, Worcester, Mass.

State-aided housing, Boston 200-10, Mass.

State-aided housing, Lynn 200-4, Mass.

State-aided housing, Boston 200-12, Mass.

HISTORY OF CAPITOL GROUNDS PROJECT

Mr. STEWART. Now, I would like to discuss the history and development of the Capitol Grounds and make some suggestions for improvement.

The old section of the Capitol Grounds (south of Constitution Avenue) was developed, landscaped, and improved and the terraces were built on the north, west, and south side of the building by the

Architect of the Capitol under a plan developed by Frederick Law Olmstead during the periods 1874 to 1882 and 1884 to 1894.

The newer section of the Capitol Grounds (primarily north of Constitution Avenue) was acquired, developed and improved by the Architect of the Capitol under the direction of the Enlarging the Capitol Grounds Commission during the period 1910 to 1935 as a part of the enlarging the Capitol Grounds project.

Including additional property procured in more recent years, the area now totals approximately 155 acres, an increase in the last 30 years of about 30 acres.

PERSONNEL SITUATION

In 1935, the force totaled 54 employees. Today, it totals only 59 employees, 1 tree surgeon having been allowed in the fiscal year 1961 and 4 gardener-laborers for the fiscal year 1964.

TREES AND SHRUBS

There are about 2,600 trees throughout the grounds. Some of them are very old and in need of almost constant care. There are over 5,000 shrubs; a lawn irrigation system with approximately 7,000 sprinkler heads; the underground sewer and drainage system; the terraces, fountains, and reflecting pool; House and Senate parking lots; the grassed areas in the grounds and around the various buildings; care and operation of grounds equipment—all to be improved and maintained by the Capitol Grounds force of 59 employees.

When the statement is made that there are 59 men assigned to the Capitol Grounds, one generally assumes that these men actually work with the trees, shrubs, grass, and flowers. Actually, this is a misconception of the operation of the Capitol Grounds force.

BREAKDOWN OF PERSONNEL ASSIGNMENT

There follows a realistic breakdown of the tasks to which the various groups are assigned as of the current date:

Men cleaning walkways, approaches, porticoes and terraces.....	5
Men on trash trucks and hauling.....	11
Men on grounds of Capitol Power Plant, Longworth and Cannon House Office buildings.....	2
Men on motor and mechanical maintenance.....	4
Men on direction, supervision, and in office.....	5
Man on heavy equipment.....	1
Man on bandstand.....	1
Men for grasscutting.....	7
Men for gardening (2 of the 9 gardeners perform necessary gardening work at the New and Old Senate Office Buildings, at the Taft Memorial, and also work on the grounds in general).....	9
Men for tree work.....	3
Men on irrigation system.....	3
Men on sewer and concrete work, general labor.....	6
Man for janitorial work in locker room, toilets.....	1
Man for messenger room.....	1
Total.....	59

The House has allowed seven additional employees for 1965 but these are for the grounds of the Rayburn Building.

EXISTING PROGRAM

We agree that there could exist a difference of opinion as to the landscape treatment of the Capitol Grounds. As the grounds were designed, the greatest importance was placed upon the trees, the layout of the walks, roadways, terraces, and fountains, with suitable shrubbery planted where a low-spreading effect was desired. Even today, we consider the greatest asset of the grounds to be the fine collection of trees, many of them with great historic interest and value.

To a lesser degree, the design made use of areas of blooming annuals and perennials; however, there are now growing in the terrace plant cases and in the fountains off the east central plaza, over 10,000 summer and fall blooming plants.

Flowering shrubs such as azaleas, forsythia, abelia, flowering quince, spirea, crepe myrtle, et cetera, are planted throughout the area.

The lawns have been reseeded as required, sprayed for weeds, and annually fertilized.

The sprinkler system has been maintained in reasonably good order and is turned on nightly as required.

The drainage and sewer system has been maintained in a satisfactory condition.

Major repairs to the roadways and sidewalks have been carried on almost yearly and there is now pending in the bill funds for complete resurfacing of the Capitol Plaza before the next inauguration.

IMPROVEMENT FEASIBLE IF RESTRICTED

It must be recognized that there is no fence around the Capitol Grounds; the area is wide open at practically all times during the day and night.

There is no doubt that improvement can be made in the appearance of the grounds, through the means herein proposed, but this will be to little or no avail, unless adequate police patrols are provided especially during the hours from dusk to sunrise.

SUGGESTIONS FOR IMPROVEMENTS

TREES

As indicated, we consider the trees our greatest asset on the Capitol Grounds. If the condition of the trees is to be improved greatly, we would suggest the following action:

1. Provision for two additional qualified tree surgeons and two helpers, for necessary pruning, shaping, bark tracing, cavity work, and general care of trees.
2. A program providing funds for planting a greater number of new trees each year. We now have only about \$1,000 per year for this purpose.
3. Additional funds for fertilizer, supplies, and equipment for care of trees.
4. Labeling of all groups or individual trees.

Granting of funds for these items will make possible timely pruning, bracing weak limbs, cutting and removing girdling roots, shaping and better general care of trees and a complete fertilization program each year, with the dead trees being removed during the winter months.

I might say that because of the great interest of the public in the old trees on the grounds, we have never undertaken to remove them immediately when they appear to be slowly dying. Instead, we attempt to preserve them as long as possible, removing them only when they become unsafe.

SHRUBS

Within the next 2 years, many of the shrubs on the Capitol Grounds and those around the old office buildings will be replaced with shrubs now growing at the Botanic Garden nursery. Within the next year, we expect to use these shrubs to beautify the narrow planting areas around the Old Senate and Old House Office Buildings. Within the next 3 to 5 years, we expect that practically all the needs of the grounds for shrubbery can be met from the nursery.

ANNUALS AND PERENNIALS

From remarks by Senator Humphrey and others, we assume this is where the greatest improvement is desired. A plan has been prepared, showing the areas in which new planting beds could be located. This will require considerable manpower which is detailed later in this report. I have a plan here of what we recommend.

LAWN

We would recommend a complete fertilizing twice a year instead of once, as at present; the extensive use of preemergence crabgrass killer, not used generally heretofore due to the expense involved; the sodding of areas after completion of new construction, where seeding is not practical; a more concentrated effort in the use of antiweed spraying and periodic edging of the lawn areas around sidewalks and roadways, which has not been possible for many years due to lack of manpower.

SPRINKLER SYSTEM

This system should be better maintained and utilized. We expect to be able to make necessary repairs from our annual appropriations, or through budget requests submitted in the usual manner, but there is need at this time for an additional plumber and an additional helper to revamp large sections of the irrigation system where stoppage and corrosion are a problem and to replace obsolete heads, valves, et cetera; to inspect each sprinkler head on the grounds to make replacements and adjustments so that the best watering coverage is had; reinstallation of irrigation systems in areas presently under construction; installation of new irrigation systems in areas not presently covered, and the maintenance of these systems.

I also have a map here showing the areas in which the sprinkling system does and does not exist and where it is temporarily not being used due to construction projects.

Estimated cost of improvements

For tree care and planting :	
2 tree surgeons, grade W-11 at \$7,630.....	\$15, 260
2 tree surgeon helpers, grade W-05 at \$5,860.....	11, 720
Fertilizer for trees.....	1, 000
New trees.....	2, 000
Labeling of all trees (either by groups or individuals).....	2, 500
Supplies and equipment for tree work.....	500
Total.....	32, 980
For new flowerbeds :	
5 gardener-laborers, W-6 at \$6,147.....	30, 725
Bulbs and other plant material (tulips, narcissi, crocus, roses, chrysanthemum, annuals, and special fertilizers).....	1, 000
Total.....	31, 725
For lawns :	
Fertilizer, crabgrass killer, and supplies.....	2, 000
3 gardener-laborers, W-06 at \$6,147.....	18, 441
Total.....	20, 441
For sprinkler system :	
1 plumber, W-10 at \$7,271.....	7, 271
1 plumber helper, W-5 at \$5,860.....	5, 860
Total.....	13, 131
Total estimated cost of improvements on annual basis.....	98, 277

NOTE.—Salary rates listed are based on a 44-hour workweek.

Senator MONRONEY. You now have, I believe, a total of 59 men, do you not ?

Mr. STEWART. That is right.

NO LANDSCAPE WORKERS

Senator MONRONEY. And you list those as landscape workers ?

Mr. STEWART. No. Most of them are laborers, truck drivers, mechanics, and equipment operators.

Senator MONRONEY. I was just looking, though, at the list and a lot of this is apparently for cleaning of sidewalks and hauling trash; 11 men on trash trucks and hauling, 5 men for clearing walkways and approaches; 1 man for the messenger room; 1 man for janitorial work in locker room and in toilets.

I just wonder with this diversified force that a lot of these expenses are charged apparently to building maintenance and sidewalk maintenance and trash hauling and not to actual preservation of the landscaping facilities and the grass, trees, and flowers of the Capitol. Why don't you charge these people who are not actually engaged in gardening up to some of your maintenance accounts in the building ?

For instance, work in locker room and toilets, I don't think that has anything to do with the landscaping of the Capitol.

Mr. ROOF. That refers to their own locker room for the Capitol Grounds force. The steps of the Capitol are cleaned by these men, as such areas are legally a part of the Capitol Grounds.

Senator MONRONEY. You mean the entrance to the Capitol ?

Mr. STEWART. Yes, sir; all the entrances.

PERSONNEL SHOWN AS GROUNDS MEN

Senator MONRONEY. You show nine men for gardening, seven men for grass cutting. We get down to where we are using them on everything except the growing parts of the Capitol, are we not?

Mr. ROOF. This farce has been used for these services for many years, Mr. Chairman.

Senator MONRONEY. Why can't you clean this up and charge these men on a maintenance of the building to cleaning of the building or things of that kind and get a hard figure on the landscape, on the preservation of our trees and these things?

Senator YOUNG. Could I ask a question?

Senator MONRONEY. Yes.

PERSONNEL FOR WORK ON TREES

Senator YOUNG. How many men do you have working on trees?

Mr. STEWART. We have three men.

Senator YOUNG. And you would have seven if you increased?

Mr. STEWART. Yes.

Senator YOUNG. Would you need seven men working the year around to work on the trees?

Mr. STEWART. I would think so, Senator. The trees are getting quite old, and some of them are getting diseased. There was some criticism about the condition of some of our trees here lately on the grounds. I would just like to refer to the sycamore trees. The sycamore trees—the sickly condition of the sycamore trees is prevalent throughout the city, not just on the Capitol Grounds. These sycamore trees will be pruned within the next 30 days, and similar work on the section of the ground, preference being given to areas where low overhanging branches presented a hazard on sidewalks and streets.

We have had the help of the representatives from the Interior Department. We do everything possible to cure the diseases that have plagued these trees, but the disease the sycamores have evidently is fatal.

Senator YOUNG. These tree surgeons do more than trimming the trees; they do other things?

Mr. STEWART. Yes.

Senator YOUNG. What else?

Mr. STEWART. Pruning, cavity work, and so forth.

Senator YOUNG. Fertilizer is a good one. If you double your fertilizer and increase your water, you could help the trees and shrubs a whole lot.

WORK DONE BY TREE PERSONNEL

Mr. STEWART. Could I ask Mr. Pincus to fill you in with these details?

Senator YOUNG. Yes.

Mr. PINCUS. They do all the cavity work necessary on the trees; they remove all the girdling roots; they do bark tracing; they tie up any limbs that have to be anchored, and tree spraying. They do everything in connection with the trees, including fertilizing.

Senator YOUNG. You fertilize once a year now?

Mr. PINCUS. That is correct.

Senator YOUNG. Apparently you do not put on too much fertilizer even with this one application, do you?

Mr. PINCUS. Actually, this is the first time we have had a program of fertilizing all trees, sir.

Senator YOUNG. You never had a program of fertilizing these trees before?

Mr. PINCUS. As far as I know; not a complete program.

Senator YOUNG. I would think this would help a great deal, to maintain a little grass in and around the trees, with more water it will make the trees do much better.

Mr. STEWART. I might say this to the committee, that when the extension of the Capitol was conceived and was underway, the Commission for the Extension of the Capitol which was headed by the late Mr. Rayburn, Speaker of the House, could see where the east and west fronts of the Capitol would be under construction for some few years; and also the south and west sections; that is, with the new subway going over to the Rayburn Building.

It was at that time that we tried to concentrate on the areas other than those that would be affected with that construction work. We have done that but we have not been able to keep up with what the Lord, himself, has done. We have had two severe winters, one on top of the other. We have also had two of the driest springs. We have a rainfall deficiency this spring of more than 4 inches. They all contribute to some of our ailments and apparent lack of attention.

EMPLOYMENT OF CONSULTANTS

Mr. Rayburn and other members of the Commission at that time had directed me to prepare, under the direction of three consultants on the east front together with the landscape firm of Wheelwright & Langran of Philadelphia and Gilmore Clarke as a consultant on the landscape, some proposed plans and improvements to the Capitol once the Capitol Building, itself was finished.

Now, we have those here. I would be happy to show you the sketches that were made at that time and presented to Mr. Rayburn and his Commission. These plans were left to be developed as the construction work came to a close.

In recent months we saw no purpose in trying to do anything in the area southwest of the Capitol, because of the construction of the subway to the Rayburn Building. We have areas out there where we know that our sprinkling system is not adequate. We have never had enough money to go in there to rehabilitate the entire system, and we hope that this will be a start in the right direction so that we can do that.

QUESTION OF EFFICIENT USE OF PERSONNEL

Senator MONRONEY. It looks to me as though the breakdown on many of these men—you have 28 men required throughout the year on the following work: five men for cleaning walkways, approaches, porticoes, and terraces; 13 men on trash trucks hauling and removing debris and trash from buildings and grounds; 2 men on grounds of Capitol Power Plant, the Longworth and Cannon House Office Building; 3 men on motor and mechanical maintenance; and 5 men on direction, supervision, and clerical work.

That is 28 men out of your total work force of 59 that are charged up for Capitol Grounds maintenance. Either the work is not being organized properly or it requires more men than you are allocating to the direct care and preservation and cultivation of the trees, grass, and shrubbery that are so important to the beautification of this Capitol.

Mr. STEWART. Senator, may I say this: Even though five men are allocated for sidewalks, they may clean the sidewalks one-half a day, clear the snow 2 days in the week. The rest of the time they are working on the grounds, the grass, the walks, the shrubbery, even though they have a designation as being assigned to that work, which is true. As the same time, just because they are cleaning does not allow them to sit down when that job is finished and wait until we give them another job. They go to work on the Grounds in some areas.

Isn't that right, Mr. Pincus?

Mr. PINCUS. Yes.

EXTRA HELP IN GROWING SEASON

Senator MONRONEY. Do you ever think of putting on extra men during the growing season? Every amateur gardener knows he has to do the fertilizing. You have to hire extra people to get it done; you have to hire extra people to come in and do the trimming of the trees. You have to hire extra people to cultivate the flower gardens and other shrubbery.

Do you have any fund for implementing your present staff when the men are busy hauling trash or cleaning the walkways to have enough on the job to be putting the hours in to make these Grounds look like somebody is really concerned with the beauty of the U.S. Capitol?

Mr. STEWART. Senator, the only effort that we have been able to make toward the Grounds in this respect is during the summer vacation. We now have \$7,500 to hire these temporary youngsters during the summertime to help out.

Senator MONRONEY. How many does that provide?

Mr. STEWART. About 15, Senator, at a time.

Senator MONRONEY. About 15 young men that do the edging and the cultivation and picking up trash and things of that kind?

Mr. STEWART. Yes.

Senator MONRONEY. Senator Hayden, you are a man that is used to irrigation and cultivation. Do you have any questions?

IMPROVEMENT CONTINGENT ON HELP

Senator HAYDEN. Generally, with respect to the proposed improvements, it appears to me that it works out to a good proposal. If we approve of it and allow help, why, the Capitol Grounds can be very, very greatly improved.

I am wondering about the man on the bandstand. What does he do when the band isn't there?

Mr. PINCUS. When the bandstand is not in operation, he works on the grounds using one of the mowers or one of the tractors for snow removal.

AREAS OF INCREASED WORK

Mr. ROOF. Senator, this plan shows you the areas in which the annual spring and summer plantings would be increased in the event

you would want that done. I believe that is the item in which Senator Humphrey is primarily interested.

This narrow area down here [indicating] represents the terrace plantings which are already in place.

These areas would represent the expansion. This is expansion; this area is expansion. This would be expansion, and so would this and this and this. These areas are not now planted but are in grass.

Senator MONRONEY. This area has never been planted?

Mr. ROOF. Only partially. We would increase the width of the area for blooming plants.

Senator MONRONEY. It is pretty deplorable right now.

Mr. ROOF. Yes.

Senator MONRONEY. And it has been allowed to decay and run down particularly where the work is going on.

Mr. ROOF. Yes. For the last year or two we have had some of this under construction. This plan shows the improvement that could be made in the event you approve this program.

FERTILIZING TREES

Senator MONRONEY. Why have you not been fertilizing? You say this is the first year you fertilized the trees. It seems to me with all these historic trees we have, some of them planted by George Washington, I believe, that it is unthinkable that you have not fertilized. I gathered from the statement that this was the first time.

Mr. ROOF. Mr. Pincus has been with us 3 years. He is saying that this is the first complete fertilization program since he has been here, I am sure.

Mr. PINCUS. Yes.

Senator MONRONEY. No fertilization before that?

Mr. ROOF. There has been a feeding program for years of those trees which required fertilization. I can assure you of that.

Senator MONRONEY. Then the fertilization of the grass and the shrubbery apparently has only been once a year?

Mr. PINCUS. Yes.

Senator MONRONEY. Why is that?

Mr. PINCUS. Lack of manpower and funds.

Senator MONRONEY. Well, have you ever asked for money for additional treatment of the lawns and the fertilization?

Mr. PINCUS. No, sir; not in recent years.

SPRINKLER SYSTEM

Senator MONRONEY. I don't recall any testimony last year on the sad state of our underground irrigation, sprinkler system; yet that seems to be one of the major breakdowns. According to your statement here, a general overhaul is needed in the sprinkling system and without adequate water you are not going to maintain the kind of lawn you need through the summertime. You cannot do it with hoses.

Mr. STEWART. No matter what is done on the west front, any large or small amount of construction work would require contractor's storage yards and sheds on the Capitol Grounds. That has at least to some extent caused us to defer any major improvements to the areas immediately west of the building.

Senator HAYDEN. Everyone realizes, of course, that these Capitol improvements require moving soil and putting it on the lawns and all that. Now, that has all been wiped out and you have planted new lawns.

PENDING WEST FRONT REQUEST

Mr. STEWART. Yes; but we have still pending now under investigation, the item initiated by the chairman, Senator Monroney, of making a further study of what should be done on the west front, what can be done. If it is of great magnitude, a large area will be required. But if it is a small job, the area of the grounds required for the contractor's operations will be relatively small.

Mr. ROOF. Mr. Chairman, to answer your question, we went back for a period of 10 years roughly and it is true that we have not had any great expansion in this Capitol Grounds fund during that time. However, during that time one tree surgeon for 1960 and four garden-laborers in 1964 were requested but not allowed. We didn't ask for additional funds for fertilizer, trees, and items of that nature because this period roughly corresponds to the period of construction carried on around the Capitol.

SUPERVISION AND UNDERSTANDING OF WORK

Senator MONRONEY. Mr. Pincus, what else can be done? Are these men that are on there properly supervised as to their work?

Mr. PINCUS. Yes.

Senator MONRONEY. And they understand gardening techniques and how to handle fertilizer and when to water, except for the tree surgeons which I imagine require special training?

Mr. PINCUS. Yes, sir.

CONDITION OF SPRINKLER SYSTEM

Can I say something about the sprinkler system.

Senator MONRONEY. Yes.

Mr. PINCUS. Last spring, the sprinkler system in the old Senate courtyard was revamped; every head was cleaned. This spring, we noticed there were many clogged heads. There was something from the source of the water that was clogging the heads and that is one of the reasons we don't have sufficient watering on the grounds coming from the main source of the water supply.

With these additional men we are requesting, we could go over each individual head on the grounds and correct the situation. This is an example of what has happened in one area during the past year.

Senator MONRONEY. Is this the only place it happened?

Mr. PINCUS. No; it is all over the grounds. I am just citing one area, an area that was revamped a year ago.

Senator MONRONEY. All new heads installed, and now it is clogged up?

Mr. PINCUS. Yes; some of the heads are clogged.

Senator MONRONEY. As a result of city water?

Mr. PINCUS. Yes.

Senator MONRONEY. Chemical in them?

Mr. PINCUS. It could be due to chemicals, but more often coarse sand that comes through the mains.

Senator MONRONEY. Do you use anything other than fertilizer, such as minerals or lime?

Mr. PINCUS. Yes; lime. We use weed killer on the weeds.

Senator MONRONEY. Does weed killer do the job without damaging the grass?

Mr. PINCUS. Yes, sir.

CONDITION OF GRASS AREAS.

Senator MONRONEY. My feeling is that the disarray of the grounds here is not so much the lack of flowers being planted but the poor shape of the grass and the places where the heads of these sprinklers are leaking and putting water in greater amounts to kill the grass and in various bald spots around through the Capitol Grounds.

It certainly seems to me that a shakeup of your force to put a greater amount of activity and a greater interest in the job of keeping the world's No. 1 garden looking its best, and that should be the Capitol Grounds of the United States, would be well worthwhile.

I certainly think criticism has been directed here. Its appearance is timely, and if we don't restore the grounds to the shape that they should be in, we are not doing our duty to keep the Capitol in the condition that we feel the people of America would like it to be in.

VANDALISM OF SPRINKLER SYSTEM

Mr. STEWART. Senator, may I recite just one instance that happened on the grounds within the last 10 days?

Senator MONRONEY. Yes.

Mr. STEWART. Recently, I had the honor to go with the Speaker of the House of Representatives to the southeast section of the grounds in front of the House wing of the Capitol, to plant a memorial tree. Within 10 feet of where the tree was, there was a place where the sprinkler head had been completely twisted off. On further investigation, just by walking within 15 or 20 feet, I found two others that were bent; somebody tried to break them off. It is not unusual. We find that same sort of condition throughout the grounds.

So, I would say that in order to reach some degree of perfection we must have the protection as well as the incentive and the help and the money that is to make the grounds right, and then somebody must protect them because we have many, many evidences of vandalism on the grounds.

GENERAL VANDALISM

Senator HAYDEN. That is very true, Mr. Chairman. It might be well to turn our forces against vandalism.

Senator MONRONEY. Yes, sir; we had, as you remember, Mr. Chairman, a considerable body of testimony earlier urged by Senator Saltonstall and other members of this committee that we implement the police force to prevent this intentional destruction or looting. This is a photograph here of pulling up the plants?

Mr. ROOF. Yes; that picture shows the cannas destroyed around the Botanic Garden fountain. That has happened also on the Capitol terrace.

Senator MONRONEY. This happened at night or in the daytime?

Mr. ROOF. We presume at night.

Senator MONRONEY. You don't have the normal damage you would have to a downtown park with large numbers of picnickers or people sitting around on the grass and destroying the grass in that way or cutting paths across it.

Mr. STEWART. Well, there are an awful lot of people that use the lawns of the Capitol, sometimes even for sunbathing. There are a lot of them who walk on the grounds, too.

Mr. ROOF. We also have to contend with the photographers who make the group pictures on the West lawn area.

Senator MONRONEY. And they want the dome in the background so they have to get on the grass to get that dome, sometimes.

STATEMENT REFUTING NEWS ARTICLE

Mr. ROOF. Mr. Chairman, we have prepared a statement in the nature of a rebuttal to the article in the Washington Post, in which we give the reasons for some of the conditions cited. With your permission, we would like to present this for the record.

Senator MONRONEY. We will receive it and we will see that the staff will go over it. This explains some of the reasons for the poor shape of the gardens and all.

Mr. ROOF. Yes, sir.

(The statement referred to follows:)

CONDITION OF CAPITOL GROUNDS

There appeared in the Washington Post on June 6, 1964, an article critical of the conditions of the Capitol Grounds, prepared by Mr. Tom Stevenson, garden counselor. When Mr. Stevenson's article was being prepared both he and a reporter from the Washington Post staff contacted the Architect's office for comment and information which was freely given by Mr. Pincus, landscape architect and horticulturist, and Mr. Roof, executive assistant to the Architect.

When the article was published, it was apparent, of course, that the reasons for certain deficiencies on the grounds were not explained at all or skimmed over so lightly that the reader got the idea that the Capitol Grounds was a jungle. This impression was accentuated by the use of trick photography—putting the camera on the ground and shooting up toward the building through uncut grass near a retaining wall to make the whole lawn appear as in deep grass and weeds.

A further example of unfairness in such reporting or else a lack of knowledge on the writer's part is evident in his remark "Not a single magnolia in a grove of 34 near the southwest corner of the Capitol is in good condition." Any garden counselor should know that just a few years ago, these trees were in wonderful, flourishing growth, and then the starlings came. He should also know that the manure from the starlings burns the leaves off in the winter months leaving only the naked trunks and branches. He could have reported that the Capitol Grounds force had used on these trees every practical means including those prescribed by foremost experts, in attempting to keep these birds off the trees—to little or no avail. Some of the larger trees have already been killed and removed.

Unless the starlings change their roosting habits, it is just a matter of time until this entire grove of trees will be killed.

We recently communicated with a representative of one of the large Government departments in Washington about the magnolia-starling problem. It was their opinion that all large magnolias in the Washington area would be lost in a few years unless some way is found to keep the starlings away.

There follows specific answers to some of the comments by Stevenson:

Press comment: The tour began at the Peace Monument, where Pennsylvania Avenue NW., stub ends at the Capitol Grounds. Here stand two half dead sycamores.

Answer: These old sycamore trees were severely pruned in the spring of 1963 to try to save them. If they continue to die back after this summer, they will be removed in the winter.

As a matter of policy, we do not attempt to cut down trees in the Capitol Grounds immediately when they appear to be slowly dying. We know from experience that the Members of Congress and the public have great attachment to many of the old trees and wish to save them as long as possible. We "nurse" these old trees along and remove them only when they become unsafe.

Press comment: Just inside the grounds is a maple, three-fourths dead. Several horse chestnut trees with dead branches surround it.

Answer: The maple in question was severely pruned in the spring of 1963 with the hope of preserving it as long as possible. A great amount of deadwood was pruned from the horse chestnuts last fall.

Press comment: Twenty-two sycamores flank the walk to the Capitol. Their condition varies from poor to quite bad.

Answer: All of the approximately 2,600 trees and some of the larger shrubs and vines are cared for by the tree surgeons. This crew is composed of two tree surgeons and one helper. It is impossible for this small crew to properly care for all the trees, many of which are very old. Trees in the most critical condition are given preference, but this crew simply cannot give each tree the annual care it needs.

It is admitted that some trees do have dead branches, but these are not in a critical state.

The trees on the Capitol Grounds are inspected from time to time by the plant pathologist of the National Capitol Parks Service, Department of Interior, and he advises us on the spray programs for the various diseases and blights to which the trees are susceptible.

The sycamore trees mentioned by Mr. Stevenson are infected by a virus for which there is no known remedy. This condition is prevalent throughout the city, not just in the Capitol Grounds. These sycamore trees are to be pruned within the next 30 days. For several weeks similar work has been carried forward in other sections of the grounds, preference being given to areas where low overhanging branches on sidewalks and streets presented a hazard.

In many cases, the trees on the grounds are simply suffering from old age.

Press comment: The lawn is in poor condition. Broadleaf weeds abound. The turf is a discredit even to an area with heavy foot traffic.

Answer: In this case, as in others, the press man made no allowance that the area had been a site of heavy construction, and with the usual foot traffic on the grounds, the turf has not had sufficient chance to reestablish itself and to provide a complete cover. It will take several years before this area is restored to its former condition.

The poor grass condition to the west of the central part of the building is primarily due to the area's use by commercial photographers in making the numerous pictures of schoolchildren and others who visit the Capitol during the spring and summer. Although this area is reseeded and fertilized each fall, it is again bare once the heavy tourist traffic is underway. No one, of course, would wish to deprive these groups of having their pictures made with the Capitol dome in the background, so the grass is simply sacrificed.

Incidentally, there are many sections of the Capitol Grounds where the turf is in good condition, considering the traffic and the unusually dry weather this spring, but no mention is made of these areas by Mr. Stevenson.

Press comment: On the Senate side the lawn is scarred by large bare areas, some badly eroded by water from broken sprinkled heads. Probably not even crabgrass would grow here.

Answer: This area was under construction for several years. The contractor replaced the topsoil. Due to the steep grades, it has been difficult to establish grass due to washouts. If funds are available this fall, the steeper areas will be sodded.

Press comment: In two places poison ivy abound. A quick count showed 42 plants, other shoots of the noxious stuff creep up tree trunks.

Answer: There is no doubt, there are spots where poison ivy does exist on the grounds. Last fall the areas where it exists were weeded in an attempt to remove all of this weed, but the effort was not a complete success, as so often is the case with poison ivy. Normally, the public does not frequent these areas or even see the ivy. It could have been brought into the area through purchase of topsoil or droppings from birds.

Press comment: The ligustrum is poor. Dead branches spike a magnolia.

Answer: As explained, we do not maintain that the grounds could not be kept in better condition, but this will require a more liberal budget.

Out of the 59 employees assigned to the Capitol Grounds, only 9 men actually are available to do gardening work, which includes weeding and maintenance of the plant beds. The other men are assigned to tree work, plumbing, automotive mechanics, sweepers, night sweepers and cleaners, maintenance mechanics, cement finishers, trash trucks, drivers, etc. It is not possible for so few men to maintain such a large area. Many compare the condition of the grounds of the White House to that of the Capitol. Such a comparison should never be made. The White House is surrounded by a tall fence and the public is not admitted to the grass areas, except on a few special occasions. We have been informed that the following staff maintains the 20 landscaped acres at the White House: 3 permanent gardeners; and 3 permanent laborers; 5 to 7 additional gardeners are furnished for special plantings such as tulip beds, lawn seeding, etc. In comparing the areas per man, at the White House three permanent gardeners maintain 6.6 acres per man, while at the Capitol, the nine gardeners maintain 17.2 acres per man. This includes all plantings. We have no men to assign for special plantings as the White House does. We understand the White House has received private gifts for the improvement of the gardens, while the Capitol Grounds appropriation is determined by the Congress.

With a limited crew, the concentration for maintenance is placed on the areas that are most important and areas which the public would normally see. It was commented that weeds overrun daylilies, iris, and hollyhock. These areas are viewed from the sidewalks, which are at a great distance from these beds, or from the top of the terrace wall. The few weeds that might be found in these beds are not visible from the visitors' vantage points. These areas are weeded as manpower permits; in fact, they were being weeded when the reporter passed. This is a seasonal task and requires very careful work so as not to disturb the perennials which make a colorful display.

The ligustrum around the grounds were planted over 35 years ago. It would be expected that these plants would not look their best now, especially after the severe winter of 2 years ago followed by two extremely dry springs and summers. These plants will all eventually have to be replaced; however that will take manpower and additional funds.

The magnolia grandiflora at either side of the west front steps are in poor condition due to the droppings of the starlings. Experts have been called in to find a remedy, but to no avail. The experts feel these magnolias will eventually all die out.

Due to construction around the Capitol, no major change has been made in the planting around the base of the Capitol during the last few years. It is proposed to completely redevelop these areas on the north, west, and south sides of the Capitol, after all the construction work is completed.

Press comment: The sight of 12 newly planted hibiscus lends an encouraging note. But weeds rear their heads in the cultivated soil around them.

Answer: The cultivated weeds referred to by the garden counselor of the Washington Post happen to be an ornamental grass called Pennisetum (or fountaingrass), which was purposely planted by the Capital Grounds force. This ornamental grass has been used in plantings for years as a background or for enframement purposes. In the late summer and early fall, it makes a very impressive showing.

Press comment: Chrysanthemums need dividing. A dozen to 15 mums grow in an area large enough for only one or two.

Answer: These mums were planted last fall. They were started from cuttings taken last spring and are about 1 year old. These were purposely planted close so that they would make a colorful display this fall. These mums were not planted as permanent perennials. They have to be divided and replanted every 2 years to insure maximum bloom and desired effect.

Press comment: Loving hands have planted 50 lantanas in front of ligustrum, boxwood, and azaleas * * * one plant is dead already.

Answer: The "loving hands" which planted the lantanas are the same hands that care for them. Why criticize one dead annual out of 50 plants?

Approximately 10,000 annuals are planted yearly in the beds on the terrace. After planting, several hundreds of these are yanked out of the beds by vandals, and these have to be replaced. When large amounts are missing or dead they are replaced all at one time.

The picture of the weeds which appeared on the front page of the Washington Post, June 6, 1964, was both unfair and misleading. This type of trick photography would make any lawn area look like a jungle. The grounds crew that trims around the trees and at the walls have miles to area to cover. It takes time for a few men to completely cover the grounds.

AL. item for eight additional laborer-gardeners was requested for the 1964 Capitol Grounds appropriation. Only four positions were allowed. These four positions have helped somewhat. It has allowed the grounds crew to replant the hedge at the Taft Memorial, plant azaleas at both the Senate and House sides, east front, daily watering of the annual beds, weeding and cultivating the annual beds more frequently, etc.

The manpower will have to be increased in order to maintain the grounds weed free, poison ivy free, and the lawns free from bare spots. The appropriation will have to be increased by a large sum in order to do all the replanting of poor material as mentioned.

NEED FOR IMPROVING GROUNDS

Senator MONRONEY. This seems to be an attempt to refute some of the charges in the article but to me it is more of an excuse as to why things have not been done or the grounds maintained. Certainly, dead trees, or three-fourths dead trees, unless they represent some historic interest of great importance, should be replaced if we are going to keep these grounds beautiful.

Certainly, the presence of starlings is nothing new to Washington. We have had those for a long, long time.

Mr. ROOF. No, Senator, the starlings just started hibernating on these trees about 2 or 3 years ago. Before that these trees were in excellent condition.

Senator MONRONEY. Is this because we have wired up the buildings and now they cannot stand the hot wires so they come to the magnolias?

Mr. ROOF. Yes; we think so.

Senator MONRONEY. Well, I can't believe personally that in this part of the 20th century, with all the science we have, that the Nation's Capitol can't be maintained in a better condition. If it takes more men, more money, more fertilizer, more water, then I think we should have it; but the continued alibis that this is vandalism or breakdown of the ancient sprinkler system or that the starlings are destroying the trees is intolerable. There is some way, I am sure, that we can improve on the present care and landscaping of this great building.

I think we should get on with the corrections as rapidly as we can. It is an item that if the Congress has been cutting you short on the money, then I think you should come up here, as you do today, and tell us that.

Mr. ROOF. We agree with your thinking.

RECLASSIFYING EMPLOYEES AS TO WORK

Senator MONRONEY. I don't think that we should charge so many men who are not working at all on the gardening to the maintenance of the Capitol Grounds.

Mr. HENLOCK. The basic law requires that we carry them under this appropriation. The act of July 31, 1946, governing the Capitol Grounds, provides for the maintenance of all structures, streets, walkways, fountains, sewage, and drainage systems and other items of that nature, as well as the lawn and park areas.

Senator MONRONEY. You can subhead it so we know who is working on the growing part and who is working on the other, and do that so Congress can assess the blame when the deficiencies occur.

TREE SURGEONS

You say that you need these additional men, certainly the tree surgeons. Can you operate the tree surgery throughout the 12 months?

Mr. PINCUS. Yes.

Senator MONRONEY. It would be better to have them on the payroll rather than have these regular tree surgeons. Do they work on a contract basis?

Mr. PINCUS. It is better if we have them on our payroll a year-round basis.

Senator MONRONEY. So that the trees can be groomed and fertilized and shaped and things of that kind?

Mr. PINCUS. Yes.

Senator MONRONEY. Would the employment of these two additional qualified tree surgeons and their two helpers help us eliminate the dead branches and the trees that are hopelessly dying?

Mr. PINCUS. Yes.

TREE PLANTING

Senator MONRONEY. When you plant a new tree, you plant some small ones to honor great Americans?

Mr. PINCUS. Yes, sir.

Senator MONRONEY. But don't you also have arrangements where you can move full-grown trees in?

Mr. PINCUS. We could in certain cases.

Senator MONRONEY. Are most of those bought full-grown that you have now?

Mr. PINCUS. No, sir.

Senator MONRONEY. Memorial trees?

Mr. PINCUS. No. We buy trees, 2½- and 3-inch caliber and 8 to 10 feet high.

Senator MONRONEY. It takes several years, then, to grow to respectable height and dignity of a tree?

Mr. PINCUS. Yes, sir.

Senator MONRONEY. Would it not be wise where these are not being used for memorial purposes to make arrangements for the transplanting of large-sized trees so the Capitol Grounds would always have a mature look and you would not have to preserve a dead sycamore to stand there in its stark nakedness of leaves and all to destroy the beauty of the Capitol?

Mr. PINCUS. There is quite a difference in the cost between the two sizes of the trees, sir.

Senator MONRONEY. That is right; and it does cost something. As much as I would like to save some money, if this is the focus of the Nation, then I don't think in order to save maybe \$100 we should wait for 5 or 10 years for a tree to grow to a size where it will enhance the beauty of the Capitol. I think we spent some \$24 or \$25 million on enlarging the east front which was very necessary.

We cannot, I think, reduce our funds to a point where, at this Capitol, when a tree dies, it will take us 25 years to have another one in its place. You do feel that most urgent priority would be on the tree surgeon; is that correct?

Mr. PINCUS. That is correct.

Senator MONRONEY. And they would be necessary for all the year?

Mr. PINCUS. Yes.

Senator MONRONEY. The fertilizer you provide for new trees is \$2,000?

HANDLING LARGE TREES

Senator HAYDEN. Are the places available where trees of considerable size can be purchased?

Mr. PINCUS. Yes, sir; now you can get a large-sized tree from most any nursery, sir.

Senator MONRONEY. Can't you make arrangements? You have heavy equipment, do you not?

Mr. PINCUS. Not to handle large trees, sir.

Senator MONRONEY. I would think the tree problem would be of such magnitude here, as the map and all shows, it would pay you to put in tree-hauling equipment so that you could, with your own men, perhaps go out and transplant mature trees.

Mr. PINCUS. That will run to great expense and it may not be justified because there will not be that many large trees transplanted, sir.

ALLOWANCE FOR TREE PLANTING, 1964

Senator MONRONEY. You don't have enough need for that?

Mr. PINCUS. No, sir; we had \$1,000 allowed for tree planting last year. Out of that, we purchased 50 scarlet oaks, 2½- to 3-inch caliber, which were planted in the vicinity of the legislative garage and 3 elms, 3-inch caliber, were planted at Constitution Avenue. These trees cost us about \$1,000. If we were to plant one large tree, say 8- to 10-inch caliber, it would have cost much more than the \$1,000.

Senator MONRONEY. A thousand dollars for a tree?

Mr. PINCUS. Yes, sir; these small trees were planted in groves of larger trees; so you don't get the appearance of there being a freshly planted area of small trees.

On a large tree, the ball of earth should also be large, in proportion to the caliber of the tree, and it would require special tree-moving equipment to move a tree of any great size, and the price of equipment and labor make this a very expensive operation.

Senator MONRONEY. When can they be moved?

Mr. PINCUS. Depending on the tree and the type of tree, the most satisfactory results would be the late fall or early spring, depending on the variety, when the tree is more or less in a dormant stage.

TREES NEEDED PER REPLACEMENT

Senator MONRONEY. To replace the trees that became unsightly and about to die, how many trees would it require a year on the Capitol Grounds?

Mr. PINCUS. To replace all the trees, it will take many, sir.

Senator MONRONEY. To replace those that are unsightly and nearly dead, those that you described in this statement that you are trying to save, preserve them as long as possible and nursing them along.

Mr. PINCUS. I will have to get the figures on that and submit it, sir. (The information requested follows:)

There are about 25 large trees which could be replaced throughout the Capitol Grounds with new trees 15 to 18 inches in diameter, at an estimated cost of \$5,000 to \$10,000 each, delivered and planted in place.

Considering the fact that the Capitol Grounds have many fine large trees in place, that the grounds do not suffer greatly from a lack of trees, and further, due to the high cost of transplanting large trees and the likelihood that many of these would not survive, we recommend a program of planting smaller trees as required each year.

Senator MONRONEY. Then you say that a large-size, fully matured tree will cost the U.S. Government \$1,000 a tree?

Mr. PINCUS. Depending on the tree. If I can set an example, the large magnolias on the west front steps, two of them were burned in the fire and we got prices to replant them and it came close to \$2,000 a tree for a 12-inch magnolia. So, that will give you some idea of the prices.

Senator MONRONEY. A magnolia is cheaper than any other tree because it is quicker growing, isn't it?

Mr. PINCUS. No, sir; the primary cost involved in transplanting large trees is due to the distance to be moved, and the cost of labor and heavy equipment.

PRIORITY OF SPRINKLER SYSTEM

Senator MONRONEY. The sprinkling system is the No. 1 priority, is it not?

Mr. PINCUS. It is one of prime importance.

Senator MONRONEY. In other words, much of your lack of success on grass and shrubs is due to the fact you cannot get the water properly over the ground?

Mr. PINCUS. Yes, sir; parts of the system are so old they are obsolete.

Senator MONRONEY. When was it installed, Mr. Pincus?

Mr. HENLOCK. We started installing underground sprinkler systems in both the old and new areas of the Capitol Grounds in 1931 and completed the installations in 1936.

Senator HAYDEN. That is the question I want to ask.

What would it cost to put in a good water system, a modern one that gets away from these old rusty pipes?

Mr. PINCUS. It would cost an awful lot of money.

ESTIMATE FOR REWORKING SPRINKLER SYSTEM

Senator MONRONEY. Maybe we don't have to have that heavy equipment now. We get some kind that does not have heads that clog up and have to be replaced all the time. Can you get an estimate on that, the difference between reworking and repairing all the present sprinkler systems and the cost of a new sprinkler system?

Mr. STEWART. We will be glad to supply a statement on that.

(The information referred to follows:)

CAPITOL GROUNDS SPRINKLER SYSTEM

The sprinkler system in the Capitol grounds was installed during the period 1931-36. The cost was about \$150,000. The cost of a similar system today is estimated as at least \$500,000.

We do not recommend a new system for these reasons: The underground piping from the mains to the sprinkler heads is of copper tubing. Before this tubing was installed some 30 years ago, a test was run on it by the Bureau of Standards to determine the degree of permanency in the soil being used on the Capitol grounds. The test showed that the copper tubing would last over 1,000 years. Actual examination of the tubing shows little or no deterioration. We believe, therefore, that a completely new system at this time could not be justified and we strongly recommend, in lieu thereof, the revamping of the present system, on a sectional basis, as proposed in our report to the committee. This work would be done during the fall and winter months so as not to interfere with the growing season.

Senator HAYDEN. Not necessarily have to do it all in 1 year; you could do certain sections and take care of that in 1 year and then another place another.

Mr. PINCUS. We plan to provide new sprinkler heads and to rearrange them so as to obtain better coverage of the whole lawn area.

Senator HAYDEN. You could get an estimate of what it would be for one particular section. If you do that, I think it would be well to have it for the record.

Mr. PINCUS. Yes, sir.

CAPITOL NURSERY

Senator MONRONEY. I understand that under the control of the Architect of the Capitol you have your own nursery on the banks of the Anacostia River.

Mr. STEWART. Yes.

Senator MONRONEY. Have you considered growing your own trees and then removing them?

Mr. PINCUS. We have that project already underway.

Senator MONRONEY. That is where you get your 2½-inch and 3-inch trees?

Mr. PINCUS. No, sir. We purchased the trees that we planted on the grounds, but we have planted some trees at the nursery which will be ready for transfer to the ground in 3 or 4 years. Most of our acreage at the nursery now is devoted to shrubbery.

FERTILIZER AND CHEMICAL KILLERS

Senator MONRONEY. You provide for the fertilizing twice a year instead of once a year on grass and lawns; you say?

Mr. PINCUS. Yes.

Senator MONRONEY. How about your crabgrass chemical killer? Is it satisfactory?

Mr. PINCUS. Yes, sir.

Senator MONRONEY. If we would appropriate the funds you ask on an annual basis, the \$98,277 for the tree care and planting for the new flowerbeds, gardening for the improvement of the lawns, which I think is a very small item to be so desperately needed, and the sprinkler system coming to \$98,000, could we be assured that we would see some improvement in the looks of the Capitol Grounds?

Mr. STEWART. Yes; I would say there would be a great improvement.

EFFICIENCY OF FOREMEN

Senator MONRONEY. I wonder if your foremen and other people are as energetic as they could be in eliminating those unsightly spots or if they have grown used to them and don't realize how bad it looks to a stranger from the West where public building grounds are beautifully maintained and carefully cultivated.

In addition to the force, if they are properly placed and allowed to work on the grounds themselves instead of on the structural part, if you could give us the figure, we would like to have an adequate crew working strictly on the maintenance and care of the growing grass and trees and shrubs.

PROPER DESIGNATION FOR PERSONNEL

Let's separate these people in this budget. I mean, even though it has to be in the same account, you can subtitle it so we know how many are assigned to the growing features and how many are assigned to the cleaning and trash hauling and things of that kind.

I have been led to believe, as we go through these hearings time after time, that we have 59 men out, all with spades and hoes and shovels and spray guns and things of that kind, keeping the Capitol Grounds beautiful.

Mr. STEWART. I am sure you realize that the duties of some of these employees necessarily vary with the seasons of the year.

Senator MONRONEY. I think you are also going to have truck-drivers and haulers and you are going to have to have maintenance of your mechanical equipment, which don't yield to the growing portion.

Do you have any questions, Mr. Chairman?

Senator HAYDEN. No, sir.

ADDITIONAL FUNDS CONSIDERED

Senator MONRONEY. The committee will very seriously consider the additional funds you ask for with assurance that we can get some improvement to the looks of this great building.

We have a few other items.

The Architect of the Capitol has written to me with reference to section 105, the section inserted in the bill on the floor of the House relating to expenditures being made a matter of public record.

RECOMMENDATION FOR QUARTERLY REPORT

The Architect is recommending that his Office publish a quarterly report which will give this information, in lieu of the existing section 105 in the House bill.

I will insert the letter in the record.

(The letter referred to follows:)

ARCHITECT OF THE CAPITOL,
Washington, D.C., June 10, 1964.

HON. MIKE MONRONEY,

Chairman, Subcommittee on Legislative Appropriations, Committee on Appropriations, U.S. Senate.

DEAR MR. CHAIRMAN: Pursuant to your request, I am forwarding, herewith, suggested substitute language for section 105 of the legislative branch appropriation bill, 1965, as passed by the House of Representatives, insofar as such language applies to the Architect of the Capitol.

We have given this subject careful study for the past several weeks and have concluded that of the several propositions discussed with you, your committee, and staff, the suggested provision would be preferable.

Preparation of a quarterly report of expenditures, such as outlined in the enclosed draft, would appear to accomplish the purpose of the provision included in the bill by the House.

The preparation and publishing of such report will place upon my staff an additional workload which cannot be absorbed by present employees. Involved is the keeping of an entirely new set of records on a quarterly basis. Our current records are on a fiscal year basis for budget, accounting, and operating purposes and on a calendar year basis for tax purposes.

We would be willing to attempt to compile this report with one additional clerk, working under supervision of the present staff, with the understanding that it might be necessary to ask for additional personnel later if experience should prove the necessity therefor.

If, therefore, the Congress should decide to include in the pending bill the proposed or similar language, it is requested that funds be included under the

appropriation "Salaries, Office of the Architect of the Capitol" for one grade GS-5 clerk at \$5,400 per annum, for the 6 months' period January 1, 1965, to June 30, 1965, or a total amount of \$2,700.

Sincerely yours,

J. GEORGE STEWART,
Architect of the Capitol.

PROPOSED REVISION OF SECTION 105 INSOFAR AS APPLICABLE TO THE ARCHITECT OF THE CAPITOL

SEC. 105. (b) Commencing with the quarterly period beginning January 1, 1965, and ending on March 31, 1965, and for each quarterly period thereafter, the Architect of the Capitol shall compile and, not later than sixty days following the close of the quarterly period, submit to the Senate and the House of Representatives a report of all expenditures made from all moneys appropriated to the Architect of the Capitol, based on payrolls and other vouchers transmitted during such period to the Treasury Department for disbursement, such report to include (1) the name, title, and gross salary payment to each employee; (2) a list of Government contributions to retirement, health, insurance, and other similar funds; and (3) name of payee, brief description of service rendered or items furnished under contract, purchase order, or other agreement. Such report shall be printed as a Senate document and thereafter be made available to the public, and the cost of such printing shall be defrayed from appropriations for printing and binding for the Architect of the Capitol.

GAO AUDITING

Senator MONRONEY. May I ask, Mr. Architect, if this includes the auditing of the accounts by the General Accounting Office?

Mr. HENLOCK. The present method of audit would be continued.

Senator MONRONEY. All checks and all accounts are submitted to him?

Mr. HENLOCK. All vouchers, contracts, and other pertinent documents are submitted to the Comptroller's Office.

Senator MONRONEY. Instead of opening all the records and papers for public inspection which could be merely for curiosity, the idea is to publish this quarterly as has been done in the Senate on the payrolls of the Members and of the committee; is that correct?

Mr. HENLOCK. Yes; we propose to follow substantially the same procedures.

Senator MONRONEY. Does the General Accounting Office approve of this? Have you submitted this to the General Accounting Office?

Mr. ROOF. Mr. Scott submitted it to the Comptroller's counsel.

Senator MONRONEY. Have you had any correspondence from them on this letter?

Mr. SCOTT. No, sir.

Senator MONRONEY. That will be printed in the record.

CORRESPONDENCE

LETTER FROM PRESIDENT JOHNSON RELATIVE TO COMMITTEE ON REDUCTION OF NONESSENTIAL FEDERAL EXPENDITURES

Senator MONRONEY. The House deleted funds for the Joint Committee on Reduction of Nonessential Federal Expenditures from the bill on the floor on a point of order. This committee has been requested to restore these funds to the bill.

It has come to my attention that President Johnson has written a letter relating to the joint committee, in which he says the employment summaries from that committee strengthen the efforts to hold Federal employment to the minimum.

I will insert the letter in the record at this point.

(The letter referred to follows:)

THE WHITE HOUSE,
Washington, May 6, 1964.

HON. HARRY F. BYRD,

Chairman, Committee on Reduction of Nonessential Federal Expenditures, U.S. Senate, Washington, D.C.

DEAR MR. CHAIRMAN: AS you know, I am determined that Federal employment must be held to the minimum required to conduct the public business effectively. The employment summaries published monthly by the Joint Committee on Non-essential Federal Expenditures strengthen this effort by keeping the Congress and the public currently informed of the size and the distribution of the Federal work force.

I am sure that you agree that these summaries have shown a favorable trend in recent months.

Your latest report shows that total civilian employment in the executive branch has declined by more than 23,000 since I took office. Since there is a seasonal element in Government employment, however, I think it is more significant to compare the monthly employment figures with the same month last year:

	Change, 1963 to 1964	
	Total	Total, excluding accelerated public works employment
January.....	-4,394	+580
February.....	-15,081	-2,925
March.....	-15,693	-845

These results have been achieved despite insistent upward pressures on employment arising from rising workloads. Though spring inevitably brings seasonal increases, particularly in the Agriculture and Interior Departments, I have directed that the strictest controls be established to assure that these rises will be held to the absolute minimum necessary to perform the outdoor work and other seasonal activities for which the Federal Government is responsible. I am hopeful that these and other measures now underway will allow us to end the fiscal year below even the reduced personnel ceilings imposed in connection with the budget amendments transmitted to the Congress in March.

I hope that your committee will continue to give close attention to our efforts on this front, and that you will put in a good word for us when our performance justifies it.

Sincerely,

LYNDON B. JOHNSON.

LETTER FROM THE LATE CONGRESSMAN CANNON

Senator MONRONEY. The late Clarence Cannon, chairman of the Committee on Appropriations of the House of Representatives on March 23, 1964, wrote to Senator Byrd, chairman of the Joint Committee on Reduction of Nonessential Federal Expenditures expressing appreciation for the 50th report from the joint committee and stating that "if the truth and the facts can be carried to the country in terms that the average citizen will understand and appreciate, we can depend on them to take care of the situation."

I will insert this letter from the late Clarence Cannon in the record.

(The letter referred to follows:)

HOUSE OF REPRESENTATIVES,
COMMITTEE ON APPROPRIATIONS,
Washington, D.C., March 23, 1964.

Hon. HARRY F. BYRD,
*Chairman, Joint Committee on Reduction of Nonessential Federal Expenditures,
U.S. Senate, Washington, D.C.*

DEAR SENATOR BYRD: Much gratified to have in this morning's mail a copy of your 50th factual report by the Joint Committee on Reduction of Nonessential Federal Expenditures.

If the truth and the facts can be carried to the country in terms that the average citizen will understand and appreciate, we can depend on them to take care of the situation.

May I take advantage of the opportunity to express my deep gratification—and I am certain the gratification of the country at large—that you have consented to remain in the Senate and continue your great work so warmly approved by those who understand the situation and have the welfare of the country at heart.

You have now served the same number of years as my early countryman Thomas Hart Benton who also served 30 years. His "Thirty Years in Congress" is still a very readable book and historically invaluable and your memoirs would be even more timely, geared as they are to our modern problems, and I hope you already have them in preparation.

Unfortunately, for Senator Benton, the close of his term coincided with the decision of the State to enter the Confederacy. Senator Benton had been so long identified with the Federal Government that he was Union minded and campaigned the State for the Union. When the decisive majority of the State favored the Confederacy, he lost both causes.

With best wishes and warmest regard,

Sincerely,

CLARENCE CANNON.

HOUSE OF REPRESENTATIVES,
COMMITTEE ON APPROPRIATIONS,
Washington, D.C., March 2, 1964.

Hon. HARRY F. BYRD,
U.S. Senate, Washington, D.C.

DEAR MR. CHAIRMAN: Especially appreciate your release of comments on the Federal payroll amending your letter of February 29.

Practically every agency in the Government is overstaffed. These supernumeraries not only swell the national budget unduly but actually retard the disposition of public business.

With warmest regard and best wishes,

Sincerely,

CLARENCE CANNON.

LANGUAGE IN BILL RELATIVE TO POLICE CHIEF

Senator MONRONEY. The Honorable Tom Steed, chairman of the Legislative Appropriation Subcommittee in the House, has written to me enclosing a letter from Chief of Police Robert V. Murray, recommending certain language for the bill in view of the appointment of a new Chief of Capitol Police.

I will insert the correspondence in the record.

(The correspondence referred to follows:)

HOUSE OF REPRESENTATIVES,
COMMITTEE ON APPROPRIATIONS,
Washington, D.C., May 19, 1964.

HON. MIKE MONRONEY,
Chairman, Subcommittee on the Legislative Branch, Committee on Appropriations, U.S. Senate, Washington, D.C.

DEAR MR. CHAIRMAN: The enclosed letter of May 8 to the chairman of the Capitol Police Board discloses that Chief Murray, of the Metropolitan Police, has designated Carl D. Schamp as Acting Deputy Chief in that Department. And as you doubtless know, Lieutenant Schamp was designated Chief of the U.S. Capitol Police effective May 7, 1964. This change calls for some adjustment in the language of next year's appropriation bill, H.R. 10723, pp. 11-12, now pending in your committee.

With the penciled corrections noted, the draft on page 2 of the letter, alternative to the language beginning on line 19 on page 11 and continuing through line 11 on page 12 of the bill, looks suitable to the situation and would be our suggestion. Under it, the detective captain (Powell) would continue as at present; the detective lieutenant recently replacing Mr. Schamp would receive only his current salary, reasoning being, as heretofore, that he should not receive any extra money consideration before a period of demonstrated superior service; the uniformed lieutenant serving as acting captain would continue at present; and Mr. Schamp would replace Chief Sullivan, recently retired.

With best wishes,

Sincerely,

TOM STEED,
Chairman, Subcommittee on Legislative Appropriations.

GOVERNMENT OF THE DISTRICT OF COLUMBIA,
METROPOLITAN POLICE DEPARTMENT,
May 8, 1964.

HON. ZEAKE W. JOHNSON, JR.,
Chairman, Capitol Police Board, U.S. Capitol, Washington, D.C.

DEAR MR. JOHNSON: Pursuant to your request of May 6, 1964, I have executed appropriate personnel actions to designate Carl D. Schamp as an acting deputy chief of police of this Department. Of course, his designation as Chief of the U.S. Capitol Police force is made effective by the action of the Capitol Police Board.

My purpose in writing is to bring to your attention the fact that some form of legislative action is needed to legally establish him in the rank and salary grade of a deputy chief of police. As you may or may not know, the legislative branch appropriation acts for a number of years have provided Mr. Schamp, who holds the civil service rank of lieutenant in this Department, with the salary (but not the rank) of a captain of this Department plus \$1,625 in additional compensation.

The statute governing promotions within this Department (sec. 4-103, D.C. Code, 1961 ed.) requires that promotions through and including the rank of captain be made in accordance with civil service rules and regulations, and provides that deputy chiefs of police and inspectors be selected from among the captains of the force. Therefore, although we can and have legally designated Mr. Schamp as an acting deputy chief of police, we have no legal authority for promoting him to the actual rank and salary of that position.

We have reviewed what possible steps we might take to remedy this situation, and have concluded that the easiest and probably the best approach to this problem would be through insertion of appropriate language changes in the Legislative Branch Appropriation Act for the fiscal year 1965, which I am informed has passed the House but has not yet been reported out by the Senate committee.

I am enclosing a copy of that bill (H.R. 10723) on which we have indicated the most simple changes of language needed to give Mr. Schamp the salary heretofore paid the Chief of the Capitol Police. On page 11 of the bill, on lines 20 and 21, the words "and the lieutenant" should be stricken. On page 12 of the bill, line 2 should be amended by inserting the word "acting" and line 3 should be amended by inserting the words "the deputy chief so detailed," so

that those two lines will read "directed to pay the acting deputy chief detailed under the authority of this paragraph the same salary as that paid the deputy chief so detailed in fiscal year."

If a more extensive language change is practicable, you may want to consider rewriting all of the second proviso beginning on page 11 (which is underscored in red on the copy we have forwarded) to read as follows:

"*Provided further*, That the Commissioners of the District of Columbia are directed to pay the detective captain detailed under the authority of this paragraph his salary as a detective captain plus \$1,625 and such increase in basic compensation as may be subsequently provided by law so long as this position is held by the present incumbent and that the Commissioners of the District of Columbia are directed to pay the uniformed lieutenant detailed under the authority of this paragraph and serving as acting captain a salary of the rank of captain and such increases in basic compensation as may be subsequently provided by law and that the Commissioners of the District of Columbia are directed to pay the acting deputy chief of police detailed under the authority of this paragraph the salary of the rank of deputy chief of police plus \$1,625 and such increases in basic compensation as may be subsequently provided by law so long as this position is held by the present incumbent."

Sincerely yours,

ROBERT V. MURRAY,
Chief of Police.

JOINT COMMITTEE ON PRINTING

Senator MONRONEY. The committee is in receipt of a letter from the Honorable Carl Hayden, chairman of the Joint Committee on Printing, requesting an additional appropriation of \$9,206.22 to employ one additional expert transcriber in the Office of the Official Reporters of Debates. A letter to Senator Hayden from Gregor Macpherson, Official Reporter of Debates, is attached to Senator Hayden's letter.

I will insert this correspondence in the record at this point.
(The correspondence referred to follows:)

CONGRESS OF THE UNITED STATES,
JOINT COMMITTEE ON PRINTING,
Washington, D.C., May 27, 1964.

HON. A. S. MIKE MONRONEY,
*Chairman, Legislative Subcommittee,
Committee on Appropriations,
U.S. Senate, Washington, D.C.*

DEAR MR. CHAIRMAN: The attached letter from the Official Reporters of Debates contains a request for an additional expert transcriber to be added to the staff of that office. The transcriber in question is already there on a part-time arrangement and the workload of Congress points up the need for the future employee.

The Senate members of the Joint Committee on Printing are required by Senate Resolution 107 of the 88th Congress to oversee the operations of that important office. A staff study of operations and employee performance has been made during the past month, and while a full report has not been finalized, all evidence points toward the need for the proposed acquisition.

Sincerely yours,

CARL HAYDEN, *Chairman.*

U.S. SENATE,
OFFICIAL REPORTERS OF DEBATES,
Washington, D.C., May 26, 1964.

HON. CARL HAYDEN,
*Chairman, Joint Committee on Printing,
The Capitol, Washington, D.C.*

DEAR SENATOR HAYDEN: Speaking for the staff of the office of Official Reporters of Debates, we express the gratitude of all of us to the Senate members of the Joint Committee on Printing for their consideration during our recent conversations.

We all recognized that there were adjustments to be made, and that various problems existing in our office required consideration. The adjustments seem to be working out satisfactorily since understandings were reached by those concerned.

Pending the expected enactment of the legislative salary increases for 1965, it has been determined to hold in abeyance requests for various adjustments in salaries for this office.

However, we respectfully request an additional expert transcriber, to be added to our staff of overworked transcribers, who have performed creditable service under most trying circumstances, carrying a greatly increased workload.

The additional transcriber will be put on the basic salary of \$3,900, with a gross salary of \$9,206.22. This addition is earnestly requested. It has been approved by the staff director of the Joint Committee on Printing as a needed factor in absorbing some of the stress and strain to which this office has been subjected.

Hoping that this request meets with your approval, we remain,

Respectfully,

GREGOR MACPHERSON,
Official Reporter of Debates, U.S. Senate.

Senator MONRONEY. I have received a letter from the Honorable Carl Hayden, chairman of the Joint Committee on Printing, in which he requests that the appropriation of that committee be increased by \$7,470 per annum to provide a total appropriation of \$131,000.

I will insert the letter in the record at this time.

(The letter referred to follows:)

CONGRESS OF THE UNITED STATES,
JOINT COMMITTEE ON PRINTING,
Washington, May 26, 1964.

HON. A. S. MIKE MONRONEY,
*Chairman, Legislative Subcommittee, Committee on Appropriations,
U.S. Senate, Washington, D.C.*

DEAR MR. CHAIRMAN: On February 19, 1964, in response to a request from the chairman of the Legislative Subcommittee of the House Appropriations Committee, I furnished a breakdown of the estimated expenditures of the Joint Committee on Printing for the fiscal year 1965. The total estimated expenditures were \$123,530, and no increase in the budget was sought.

On March 1, 1964, the committee employed a civil service annuitant as a printing consultant on a part-time basis. Because of our lack of funds, this employee agreed to retain his civil service annuity and accept an annual salary from the committee of \$7,121.14 for his part-time services.

In the short time he has been with us this employee's outstanding contribution to the staff has convinced me that it is desirable and necessary for him to give full-time service so that the committee will receive the full benefit of his competence.

I, therefore, request that the fiscal year 1965 budget of the Joint Committee on Printing be increased from \$123,530 to \$131,000 in order that the committee may pay this employee a full-time salary for full-time performance.

Yours very sincerely,

CARL HAYDEN, *Chairman.*

OPPOSING CONSTRUCTION OF NEW GOVERNMENT PRINTING OFFICE (SEE P. 176)

Senator MONRONEY. I am placing in the record at this point several communications addressed to the Honorable Kenneth B. Keating of New York, in opposition to the proposed expenditure of funds for the construction of a new Government Printing Office Building. Senator Keating has requested that these be made a part of the hearing record.

I would like to have those printed following the testimony that we had in opposition to the appropriation.

(The communications referred to follow:)

BUFFALO, N.Y., May 6, 1964.

HON. KENNETH B. KEATING,
Senate Office Building,
Washington, D.C.:

We learn that Public Printer requests \$50 million for new Government Printing Office. Money of such volume certainly should not be allocated without serious investigation and study. We respectfully request you use your influence to obtain hearing by representatives of printing industry; namely, Printing Industries of America, Washington, D.C.

WILLIAM J. KELLER, INC.,
PENN R. WATSON, Sr.,
Board Chairman.

J. W. CLEMENT Co.,
Depew, N.Y., May 4, 1964.

Re Government Printing Office.

HON. KENNETH B. KEATING,
Senate Office Building,
Washington, D.C.

DEAR SENATOR KEATING: We understand that coming up before the Senate Appropriations Committee is a request from the Government Printing Office for the allocation of approximately \$50 million to construct a new Government Printing Building in Washington.

As large commercial printers we realize that there are many instances in which the Government is justified in performing the same type of service that is available from private industry and that there are certain items, such as congressional records, which demand immediate production and have to be done by the Public Printer close to the Capitol.

On the other hand, there are over 7,000 commercial printing companies in the United States, from the largest, to medium size, to small ones, many of which can handle adequately and on a sealed competitive bid basis, much Government work and do it efficiently and at a competitive price.

Unquestionably there are certain efficiencies that the Public Printer would like to add to improve his present facilities but we believe they can be handled within the present structure and that it is to the best interest of Government tax income and the promotion of private enterprise that the Government avoid unnecessary competition with industry.

Thank you very much for your checking into this situation.

Sincerely yours,

W. D. ROESSER.

STRAWBERRY HILL PRESS, INC.,
Long Island City, N.Y., May 5, 1964.

Senator KENNETH KEATING,
Senate Chamber, Washington, D.C.

DEAR SENATOR: I have learned that the Public Printer has requested to spend from \$47 to \$50 million to construct a new Government Printing Office. His stated reason—to modernize and make more efficient the Government printing facilities.

As a printer I feel strongly about this as do many others. I feel that the commercial industry should be doing much of the work that currently is being done at the Government Printing Office.

Currently the Government purchases a considerable amount of printing commercially. If this expensive program goes into effect, it will undoubtedly mean the loss of much of this printing to the industry.

I realize the Government must have facilities to take care of their most pressing needs but we hardly need the second largest printing plant in the world and that is exactly what the present Government printing plant is.

I hope you will do your best to stop this bill in its tracks. I go along with modernizing present facilities. I think in all fairness to the industry, some effort should be started to gradually buy more printing from the industry and do less in the Government printing plant.

Very truly yours,

JOHN F. McQUEENY, President.

PRINTING INDUSTRY ASSOCIATION OF ROCHESTER, N.Y., INC.,
Buffalo, N.Y., May 7, 1964.

Senator KENNETH B. KEATING,
Senate Office Building, Washington, D.C.

DEAR SENATOR KEATING: The commercial printing industry of Rochester, represented by this association, are convinced that the request of the Public Printer for an appropriation of approximately \$50 million for the erection of a new Government Printing Office is unwise, unnecessary, and an unjustified expenditure of public funds. They respectfully request that you make their views known to your colleagues on the Appropriations Committee and particularly to those who are members of the Subcommittee in Legislative Appropriations.

The convictions of our members are premised as follows:

1. Public policy, as expressed by the President, favors curtailment rather than expansion of Government functions which can be performed by private industry.
2. The commercial printing industry has demonstrated by every criterion, quality, service, price, classification, and security that it can adequately supply many of the Government's printing requirements. Several members of the industry in Rochester have been frequent Government contractors.
3. By contracting to the industry that portion of Government printing which could be effectively produced commercially adequate space would be made available in the present GPO facilities to allow for all the efficiencies which the Public Printer desires to employ on those phases which are properly a Government function.
4. There has not been any survey of comparative costs as between Government producing and contracting in quite some time. There is considerable responsible opinion in the industry that even with the changes the Public Printer recommends, the industry could still produce much of the Government printing for less than the Government Printing Office if all cost factors were fully considered.

Your calling the position of this association as expressed by its members to the Senators directly concerned will be greatly appreciated.

Very truly yours,

GEORGE E. STREBEL,
Executive Secretary.

SPECIALIZED PRINTED FORMS, INC.,
Caledonia, N.Y., May 8, 1964.

Hon. KENNETH KEATING,
*Senate Office Building,
 Washington, D.C.*

GOOD MORNING, MR. KEATING: I object seriously to organized campaigns to influence legislation or appropriations. It is a personal belief that only those who have an ax to grind try to sharpen it on the opinions of legislators. However, I do believe in many underlying principles of decent and honest government that should, or even must, be followed in order to preserve the system under which we live and to expand the opportunities for employment of our citizenry leading to a more healthy and growing economy. Thus I write to you today.

There is before the Senate Appropriations Committee a bill to expend \$50 million on a new Government Printing Office. Apparently this sum is requested by the Public Printer under the guise that such expenditures will increase the efficiency of that department. If that is so, then the cause at first blush would seem a justified expense. However, if such is so, then the thoughts of the printing industry itself should well be considered in order to effect any efficiencies. That would logically call for hearings so that such could be properly explored.

If the subject is to be properly looked into by other than interested parties, some delay will have to take place. As it stands today, apparently only the opinions of the Public Printer and his staff are to be considered. Anyone in industry knows that no one group holds all of the knowledge and surely this would apply to the GPO. The printing industry itself has many competent and qualified people whose criticisms and judgments could be made available. Surely they should be if such an expenditure as this is to be spent.

Many of us in the printing business are alarmed at the continued and rapid expansion of the amount of printing being turned out by the GPO. Since 1940, the tonnage has doubled.

Pounds of paper printed is a good measuring stick of the volume of printing. Since most of that printing is in competition with the commercial printing industry, there is cause for concern. Since the GPO seems to have been established to serve the Government in those areas where service was so important, such as printing of bills and the Congressional Record, why is it that Congress has over the years allowed the GPO to expand and expand into areas of printing probably done better in commercial printing plants? Don't our legislators have to justify this sort of encroachment into competition with the taxed? How can they? Is this the sort of basis our forebearers had in mind when they created the Central Government? I personally have never been able to find that sort of philosophy expressed in any reading I have done. The entire concept is against the very basis of our Central Government. Our Government wasn't created to compete with the citizenry particularly in areas where the citizenry can do a better job.

I do not know what your relations are with Senator Hayden or members of his committee, but I urge you to use whatever influence you may have to have this matter of a new \$50 million building for the GPO set aside until disinterested engineering people and printing industry representatives can take proper time to appraise the situation. All anyone in this business asks is that someone outside the GPO take a hard and honest look at it to determine whether the GPO isn't doing a lot of printing they shouldn't be doing and whether there is really a need for a new home for the GPO.

I will surely be grateful for any efforts you are able to expend to have this expenditure really properly assessed.

Cordially,

JOHN W. RANDALL, *President.*

ADDITIONAL FUNDS FOR LEGISLATIVE COUNSEL

Senator MONRONEY. The Legislative Counsel of the Senate has requested an additional appropriation of \$5,270. His letter of justification will be inserted into the record.

(The letter referred to follows:)

U.S. SENATE,
COMMITTEE ON APPROPRIATIONS,
May 11, 1964.

HON. A. S. MIKE MONRONEY,
*Chairman, Legislative Subcommittee, Senate Committee on Appropriations,
Washington, D.C.*

DEAR MIKE: The enclosed letter sent to me by John H. Simms, who is the head of the Legislative Counsel of the Senate, indicates that he needs a little more money and I hope you can find a way to let him have it. He will be glad to testify any time that he is advised of the time of the hearing.

Yours as ever,

CARL HAYDEN.

U.S. SENATE,
OFFICE OF THE LEGISLATIVE COUNSEL,
May 5, 1964.

HON. CARL HAYDEN,
*President pro tempore,
U.S. Senate, Washington, D.C.*

DEAR SENATOR HAYDEN: The appropriation for this Office for the current fiscal year is \$247,260 and the budget estimate for the coming fiscal year is the same amount. For the reasons given below, I hope that the Committee on Appropriations will provide an appropriation of \$252,530 for this Office for the coming fiscal year. This is the same amount as is provided in H.R. 10723, the pending legislative appropriation bill, for the House office corresponding to ours for the coming fiscal year.

As you know, any vacancy on our legal staff is filled by the appointment, solely on the basis of merit, of the best qualified recent graduate of a law school whom we can obtain. His starting salary is approximately the same as that paid by the departments and agencies in the executive branch to lawyers without previous experience. We tell him at the time of appointment that, if his services are completely satisfactory, we will try to obtain for him for the first

few years of his service an annual raise of approximately \$1,000, the amount which we have found to be necessary in order to retain the services of an able man. At the present time we have two men, with 3½ and 2 years of service, who fall in this category.

We also have four other men on our staff with longer periods of service whose compensation should be adjusted upward. One of them has 15½ years of service and three of them have 12 years of service. A lawyer in the House office corresponding to ours who has 12 years of service is receiving more compensation than our man with 15½ years of service, and two men in the House office with 8 and 9 years of service are receiving approximately the same compensation as is received by our men who have 12 years of service. It will require approximately \$3,400 to accomplish the adjustments which I believe to be necessary in the salaries of our four men referred to in this paragraph.

Appointments in this office and adjustments in rates of compensation can be made only if they are approved by you in your capacity as President pro tempore of the Senate.

If you approve of seeking the increase in our appropriation, I shall be glad to appear before the Subcommittee on Legislative Appropriations to answer any questions they may have or take any other action you consider advisable.

Respectfully yours,

JOHN H. SIMMS,
Legislative Counsel.

GAO AUDITS OF LEGISLATIVE BRANCH

Senator MONRONEY. We will place in the record at this point a memorandum from the General Accounting Office relating to our earlier discussion.

(See page 202.)

MEMORANDUM FROM GENERAL ACCOUNTING OFFICE

Section 72 of title 31, United States Code, provides in pertinent part that the General Accounting Office "shall receive and examine * * * all accounts relating to * * * the Senate, the House of Representatives, the Public Printer, Library of Congress, Botanic Gardens * * * . Said office shall certify the balances arising thereon, according to the character of the account, to the Secretary of the Senate, Clerk of the House of Representatives, Sergeant at Arms of the House of Representatives * * * ." Title 31, section 67, United States Code provides as follows:

"(a) Except as otherwise specifically provided by law, the financial transactions of each executive, legislative, and judicial agency, including but not limited to the accounts of accountable officers, shall be audited by the General Accounting Office in accordance with such principles and procedures and under such rules and regulations as may be prescribed by the Comptroller General of the United States. In the determination of auditing procedures to be followed and the extent of examination of vouchers and other documents, the Comptroller General shall give due regard to generally accepted principles of auditing, including consideration of the effectiveness of accounting organizations and systems, internal audit and control, and related administrative practices of the respective agencies.

"(b) Whenever the Comptroller General determines that the audit shall be conducted at the place or places where the accounts and other records of an executive agency are normally kept, he may require any executive agency to retain in whole or in part accounts of accountable officers, contracts, vouchers, and other documents, which are required under existing law to be submitted to the General Accounting Office, under such conditions and for such period not exceeding ten years as he may specify, unless a longer period is agreed upon with the executive agency: *Provided*, That under agreements between the Comptroller General and legislative and judicial agencies the provisions of this sentence may be extended to the accounts and records of such agencies."

In addition to the broad general authority to audit the legislative branch conferred by the above statutes, 2 U.S.C. 81a specifically requires the Comptroller

General to make not less frequently than once each 6 months, "an on-the-spot audit of all receipts and disbursements pertaining to the fiscal records of such Office of the Sergeant at Arms [of the House of Representatives]. The Comptroller General shall report to the Speaker and Sergeant at Arms of the House of Representatives the results of each such audit." Also, 40 U.S.C. 174j-5 (supp. IV) provides that deposits and disbursements made by the Architect of the Capitol under the special deposit account for the Senate restaurants "shall be subject to audit by the General Accounting Office at such times and in such manner as the Comptroller General may direct." However, the cited section further provides that payments made by or under the direction of the Architect from such account shall be conclusive upon all officers of the Government. Identical provisions with respect to the House of Representatives restaurant are contained in 40 U.S.C. 174k(c).

Under the provisions of 2 U.S.C. 68 and 2 U.S.C. 95, any payments made from the contingent funds of the Senate or of the House of Representatives upon vouchers approved by the Committee on Rules and Administration of the Senate or by the Committee on House Administration of the House of Representatives, respectively, are conclusive upon all the departments and officers of the Government. These vouchers include such items as salaries and expenses for special and select committees, furniture, stationery allowances, and miscellaneous items. Also, 2 U.S.C. 48 provides that all vouchers for salaries and mileage of Senators and Congressmen shall be certified by the President of the Senate and the Speaker of the House of Representatives and that such certifications shall also be conclusive upon all departments and officers of the Government.

The provisions of law cited in paragraphs 1 and 2 above furnish our office authority to audit the financial transactions of the legislative branch, and we perform a centralized voucher audit thereon, although our authority to state exceptions against any improper payments discovered thereby is limited by the conclusiveness provisions cited hereinabove. However, since the provisions of section 313 of the Budget and Accounting Act, 1921 (42 Stat. 26; 31 U.S.C. 54), giving us access to records and the authority to request information regarding powers, duties, activities, organization, financial transactions, and methods of business specifically do not apply to the legislative branch, and the provisions of 31 U.S.C. 67(b) authorizing us to conduct site audits are applicable to legislative agencies only by agreement with such agencies, we perform site audits of these agencies (other than the Senate and House restaurants and the Sergeant at Arms of the House of Representatives) only at the request of the appropriate official. We presently perform site audits of the Senate restaurants pursuant to the provision of 40 U.S.C. 174j-5 (supp. IV); the House of Representatives restaurant pursuant to 40 U.S.C. 174K(c); and the appropriated and trust funds of the Office of the Sergeant at Arms of the House of Representatives pursuant to 2 U.S.C. 81a. We have performed site audits, at the request of the Sergeant at Arms of the Senate, recording studio and, while no appropriated funds are involved—except the salaries of the barbers, which are paid by the Architect of the Capitol—the Senate employees' barbershop and the Senate office beauty shop. In the House of Representatives, we have conducted site audits, at the request of the Clerk of the House, of the House stationery room, recording studio, disbursing office, and property offices. In addition, at the request of the executive director of the committee staff, we have performed a site audit of the financial transactions of the Joint Committee on Atomic Energy.

The question as to whether the Senate, the House of Representatives, and the Architect of the Capitol should be subject to additional audit by the General Accounting Office is, of course, a policy matter for determination by Congress. However, in the event the Congress desires to change the present audit procedures to make such procedures more consistent with those followed in the audits of the executive departments and agencies there is attached a draft of legislation for consideration.

The draft of legislation is intended, except where otherwise provided by law, to give specific authority to the Comptroller General to perform site audits at his discretion of all the financial transactions of the Senate, the House of Representatives, and the Architect of the Capitol, including those audits heretofore performed only upon request, without the necessity of waiting for a request. It also would require the Comptroller General to report the results of each audit

to the President of the Senate, the Speaker of the House, and the Architect of the Capitol, as may be appropriate and would require that all reports of such audits be printed as Senate or House documents. In addition, by making section 313 of the Budget and Accounting Act, 1921 (42 Stat. 26; 31 U.S.C. 54), applicable to the agencies under audit, it would require those agencies to give the Comptroller General or his assistants and employees access to and the right to examine any of their books, documents, papers, or records, and to furnish the Comptroller General such information as he desires regarding their powers, duties, activities, organization, financial transactions, and methods of business. However, the proposed language would in no way affect the finality given by 2 U.S.C. 68 to payments certified by the Committee on Rules and Administration of the Senate; by 2 U.S.C. 95 to payments certified by the Committee on House Administration of the House of Representatives; by 2 U.S.C. 48 to payments certified by the President of the Senate and the Speaker of the House; and by 40 U.S.C. 174j-5 (supp. IV) and 40 U.S.C. 174k(c) to payments made by the Architect of the Capitol in the operation of the Senate and House of Representatives restaurants. It would not give the General Accounting Office the authority to state exceptions against any such payments, nor would it otherwise extend our authority to state exceptions.

The first sentence of 31 U.S.C. 67(b) authorizes the Comptroller General to require only executive agencies to retain their records for site audit purposes, and the proviso to that section permits extension of the provisions of that sentence to legislative and judicial agencies by agreement between the Comptroller General and said agencies. Since the agreement requirement may limit the effectiveness of a comprehensive or site audit, we are suggesting that the first sentence of 31 U.S.C. 67(b) be amended to include all of the legislative agencies and that the proviso be changed to exclude such agencies from the agreement requirement.

Section 117 of the Accounting and Auditing Act of 1950 (64 Stat. 837, 31 U.S.C. 67) is amended as follows:

By adding after the words "executive agency" in both places where it is used in subsection (b) the words "or legislative agency" and by deleting the words "and legislative" in the proviso.

By adding at the end thereof the following new subsection:

"(c) Except as otherwise provided by law, the Comptroller General in auditing the financial transactions of the Senate and of the House of Representatives, and of the Architect of the Capitol shall make such audits at such times as he may deem appropriate. For the purpose of conducting such audits, the provisions of section 313 of the Budget and Accounting Act (42 Stat. 26, 31 U.S.C. 54) shall be applicable to the legislative agencies under audit. The Comptroller General shall report to the President of the Senate the results of each such audit relating to the financial transactions of the Senate and to the Speaker of the House of Representatives, the results of each such audit relating to the financial transactions of the House of Representatives, and shall report also to the Architect of the Capitol the results of the audit of his office. All such reports, including the reports required by the Act of July 26, 1949, 63 Stat. 482, shall be printed as Senate or House documents, as may be appropriate."

Senator MONRONEY. We thank you very much, Mr. Stewart, and your associates, for being here.

The committee will consider very carefully the recommendations you make that will help eliminate some of the criticisms that we have had regarding the condition of the Capitol Grounds.

JOINT COMMITTEE ON IMMIGRATION AND NATIONALITY POLICY

Senator MONRONEY. I will insert in the record communications relating to the Joint Committee on Immigration.

(The communications referred to follow:)

OPPOSITION TO ADDITIONAL APPROPRIATIONS

HOUSE OF REPRESENTATIVES,
COMMITTEE ON THE JUDICIARY,
Washington, D.C., June 26, 1964.

HON. A. S. MIKE MONRONEY,
*Chairman, Subcommittee on Legislative Appropriations, Committee on Ap-
propriations, U.S. Senate, New Senate Office Building, Washington, D.C.*

DEAR MR. CHAIRMAN: Since I do not know, at this writing, the content of the testimony presented to the subcommittee by Representative Michael A. Feighan on behalf of his request for additional appropriations to the Joint Committee on Immigration and Nationality Policy, I can only address myself to this request as it affects the Committee on the Judiciary, of which I am chairman.

The purposes for which Representative Feighan seeks the additional money can only serve to dilute the jurisdiction of the Committee on the Judiciary. As chairman of that committee, I am charged with the responsibility to keep such jurisdiction intact. The report of the Appropriations Committee on the legislative branch appropriation bill makes clear why that committee saw no necessity for granting additional funds for the use of the Joint Committee on Immigration and Nationality Policy. I quote directly from its report:

"The Committee on Appropriations would prefer not to presume to initially decide the question of whether a joint committee is the most suitable mechanism through which the two Houses of Congress should discharge their legislative responsibilities in the immigration and nationality policy fields, and especially so in view of the 12 years the matter of joint committee activation has been left to languish. It is a question directly involving the two Judiciary Committees and ultimately, of course, the two Houses themselves. The Committee on Appropriations has maintained the status quo in the bill without prejudice to the proposition and leaves it for such further resolution as may be decided. There are, however, several considerations which strike the committee as pertinent to the question:

"1. The two Judiciary Committees—with continuing responsibilities for immigration and naturalization legislation given to them by their respective Houses—each have Subcommittees on Immigration and Naturalization. Nine of the ten members of the joint committee are currently drawn from those two subcommittees. The chairman of the full committee in the other body is also chairman of its subcommittee on the subject and, in addition, ranking from that body on the joint committee. The chairman of the joint committee is also chairman of the subcommittee on the subject in the House Committee on the Judiciary. And the chairman of the House Committee on the Judiciary is next ranking on the joint committee. Thus there is virtually complete overlap of membership.

"2. It appears that the jurisdictions of the two Judiciary Committees—which, as noted, have standing subcommittees on the subject—clearly encompass, and thus overlap, functions essentially similar if not in fact identical to those of the joint committee. Both Judiciary Committees have been securing and using investigative study funds from the contingent funds of their respective Houses for the purpose of studying immigration and nationality matters. Senate Report 933, March 3, last, reports on the activities of the Judiciary Subcommittee on Immigration and Naturalization under Senate Resolution 60 of the present Congress which specifically conferred authority to examine, investigate, and make a complete study of any and all matters pertaining to immigration and naturalization and to report its findings and recommendations for legislation. It reported that it had held hearings on bills to amend the Immigration and Nationality Act and anticipated further hearings.

"The formal justification by the House Committee on the Judiciary in support of investigative funds secured for the purposes of House Resolution 36 of the present Congress lists immigration and nationality laws as one area of full and complete investigation and study concern; it cites several special studies made and reported on; and it concludes with the statement that 'this is a continuous

study in depth and should, when completed, enable the Congress to evaluate realistically an immigration policy best suited to our needs.'

"3. The law creating the joint committee authorizes the chairman of the two Judiciary Committees to assign staff members of those committees to serve on the staff of the joint committee without additional compensation. The committee is not aware that this provision has been utilized.

"In summary, then, a majority of the Committee on Appropriations, in all the circumstances, thought it proper to leave the funding question where it is now is. Some members of the committee—and likely there are other members of the same mind—think joint committee mechanisms, except for some common house-keeping purposes, are unsound and unsuited to our bicameral legislative system and would, therefore, have preferred to cut out the \$20,000. But it is for the House to first decide."

Moreover, the Subcommittee on Immigration, of which Representative Feighan is chairman, is now holding hearings on the immigration bills before it. The Senate Judiciary Committee will start its hearings on the same subject matter on Monday, June 29, 1964.

If Representative Feighan seeks the money for investigatory purposes, then it must be stressed that all records and files on all immigration bills, both private and public, are in the possession of the subcommittee of which he is chairman. The personnel there is expert and has dealt with immigration proposals and private bills for many years. I have stated to Representative Feighan, should he need additional personnel or money for any investigatory purpose within Subcommittee No. 1, that I would be most happy to cooperate. There seems to be no reason for bringing into this area additional personnel who lack the experience of the present subcommittee personnel.

The Subcommittee on Immigration, under the chairmanship of both the late Representative Walter and Representative Feighan, has already explored, in depth, the major questions involved in immigration. I attach herewith a set of these hearings and draw your attention to the purposes set forth in the introduction to such hearings which appear in special series No. 1, page 1. Must this extensive and intensive work be duplicated? A survey of the list of witnesses in these hearings will reveal that the greatest authorities on each of the questions gave testimony.

The question must therefore be asked, What can the Joint Committee on Immigration and Nationality do which the standing committee, with legislative powers, cannot do?

In light of all I have stated, I believe that additional appropriations for the Joint Committee on Immigration and Nationality will only result in a duplication of effort and unnecessary expenditure of funds. In addition to the aforementioned dilution of jurisdiction of the House Committee on the Judiciary and in further explanation of my position, I am enclosing a copy of the Congressional Record of April 10, 1964, containing a full explanation of my position.

With most cordial greetings, I am

Sincerely yours,

EMANUEL CELLER, *Chairman.*

FAVORING ADDITIONAL APPROPRIATIONS

NATIONAL CONFEDERATION OF AMERICAN ETHNIC GROUPS.

Washington, D.C., July 2, 1964.

Hon. A. S. MIKE MONRONEY,
*Chairman, Subcommittee on Legislative Appropriations,
Senate Appropriations Committee, Washington, D.C.*

DEAR MR. CHAIRMAN: We are vitally concerned about the future of the Joint Committee on Immigration and Nationality Policy and take this method to go on record favoring without reservation the appropriation request for \$160,000 made by Chairman Michael A. Feighan before your subcommittee.

We would like to call your attention to matters of the gravest concern which impel us to take this means of registering our views before your committee. From information brought to the attention of our member organizations we are convinced there is an organized immigration racket of national and international proportions. The principal victims of this racket are the ethnic groups of the United States. We brought this information to the attention of Chairman Feighan who gave us his word that he would stamp out this racket of exorbitant fees, blackmail, and even ransom in order to unite families of constituents of

our organizations. He has made a determined effort to meet this issue head on but has been thwarted and deprived of funds to do the job through the joint committee.

Our confederation was amazed to hear that those who oppose the high purposes of Chairman Feighan have claimed that they have the support of our groups in their efforts to discredit the need for the joint committee. Nothing could be further from the truth. The member organizations of our confederation not only support Chairman Feighan but have been in the forefront urging him to undertake a complete investigation of all phases of the immigration program. This has not been done by Congress in 40 years. No one knows better than our organizations the critical need for a complete review of our immigration laws, including correction of those abuses and injustices growing out of excessive fees and worse, imposed upon many people who seek to have their relatives abroad join them here.

Such action by Congress is long overdue. We are convinced by our past experience that these abuses will not be corrected unless the Senate and the House sit concurrently and examine the problem, as the joint committee provides. Nothing less will suffice to settle this issue and the public interest demands it be settled without further delay.

To suggest that the disagreement over getting the joint committee work underway is simply a conflict of personalities in the House is completely untrue. The conflict results from the desire of Chairman Feighan to stamp out this racket and the determination of others to perpetuate it.

Our organizations oppose opening the floodgates of our country to more immigration. The problem is not more immigrants because we now admit more than any other country of the world, as the record will show. The problem is better selection—whom shall we admit and under what conditions.

It is high time Congress and Congress alone assumes the responsibilities it has under section 401 of the present law. As we read the law, the joint committee is charged with doing that job and therefore should be provided with the modest fund of \$160,000 to carry it out.

It will be appreciated if you would make our views known to the members of the Appropriations Committee and include this letter in your hearings so that our position may be known to all.

On behalf of the confederation I thank you for the consideration given to your views and wish to assure you of our desire to cooperate in restoring to Congress its full authority over immigration.

Sincerely yours,

PAUL M. DEAC,
Executive Vice President.

WASHINGTON, D.C., July 21, 1964.

*Senate Committee on Appropriations,
Senate Office Building, Washington, D.C.:*

As requested in my earlier letter to you on June 15, 1964, I again urge you in behalf of the American Legion to support the request of the chairman of the Joint Committee on Immigration and Nationality Policy for an appropriation of \$160,000 for the purpose of conducting a thorough study of our immigration policy.

CLARENCE H. OLSON,
Director, National Legislative Commission.

MOTION PICTURE PROJECTORS FOR AUDITORIUM

Senator MONRONEY. I will insert in the record a letter from Senator Aiken on a request for appropriations for motion picture projectors for the auditorium.

(The letter referred to follows:)

U.S. SENATE,
COMMITTEE ON AGRICULTURE AND FORESTRY,
April 15, 1964.

Hon. A. S. MIKE MONRONEY,
*Chairman, Legislative Committee, Senate Committee on Appropriations,
U.S. Senate, Washington, D.C.*

DEAR MIKE: I understand that Saturday morning a request is going to be made for \$45,000 to cover motion picture projectors for the auditorium.

If we are going to have a decent auditorium I don't see why we shouldn't have the proper equipment to go with it. From personal experience, it is frustrating to want to show a picture and to find that there is not an adequate projector available.

I hope that your committee will make the money available for this particular purpose.

Best regards.

Sincerely yours,

GEORGE D. AIKEN.

SUBCOMMITTEE RECESS

Senator MONRONEY. The subcommittee now stands in recess, subject to call of the Chair.

(Whereupon, at 4:10 p.m., Wednesday, June 24, 1964, the subcommittee recessed, subject to the call of the Chair.)

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